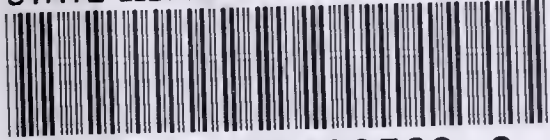


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Commonwealth of Pennsylvania

THE BULLETIN

OF THE

Department of Labor and Industry

CLIFFORD B. CONNELLEY
Commissioner



VOLUME VIII

SERIES OF 1921

NO. I

HARRISBURG, PENNA.
J. L. L. KUHN, PRINTER TO THE COMMONWEALTH
1921

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FIVE YEARS OF COMPENSATION IN PENNSYLVANIA

By

HARRY A. MACKEY, Chairman
WORKMEN'S COMPENSATION BOARD OF
PENNSYLVANIA

245637

THE
JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE



FIVE YEARS OF COMPENSATION IN PENNSYLVANIA

By HARRY A. MACKEY, Chairman.

Five years ago a new thought in the relationship between the injured employe and his employer was translated into a Pennsylvania statute. During those five years 995,863 accidents were reported to the Department of Labor and Industry in Pennsylvania, indicating how tremendously our industries have taxed our citizenry in human toll. During that time, under the provisions of our compensation law, 320,436 injured workers, or the dependents of wage-earners who have been killed, sat down at the same table with an equal number of employers and without delay, cost or quibble and with no economic waste in misunderstandings, disputes or delays, executed compensation agreements out of which have come awards in fatal cases amounting to \$27,502,098 of which sum there has already been paid into the stricken homes \$7,436,189 in cases where death has followed accident in the course of employment. And there has already been paid to wage-earners suffering disability the sum of \$17,264,161 and we have awarded \$809,067 for the loss of 433 legs, \$638,574 for the loss of 337 arms, \$1,749,181 for the loss of 1,092 hand, \$819,723 for the loss of 565 feet, and \$3,396,365 for the loss of 2,725 eyes.

The old Roman Ulpian defined justice as "A constant and ever present desire to give every man his due" and this has been the inspiration to all who have assisted in the administration of this law. Modern humanitarian laws have given rise to new forms of legal machinery, so that the benefits of such laws may be taken directly to the people by those who touch elbows with humanity and feel the red blood rushing through their veins in an enthusiasm born of congenial work.

No subject has ever taken such a hold upon the people of the world as workmen's compensation. It is only ten years ago that it was a subject quite unknown to the United States, and most particularly to Pennsylvania, where we had followed in the footsteps of our forebears and had clung tenaciously and determinedly to old common law ideas. In fact, when we now look at Pennsylvania, divided as it is into ten compensation districts, with twelve referees meeting the people first-handed and administering this law gratuitously, and, I might say, graciously, advancing the doctrine of conciliation and mediation, sitting at places most convenient for the injured and then turning to the decisions of our courts, both of original and final jurisdiction, and finding there pronouncements concerning the law teeming with suggestions of humanitarian interpretation, with every effort to cut red tape, denying to the defence the technicalities and niceties

of the special pleader, and arriving at the truth by the most direct means, without regard to the old-school idea of technicalities and rules of pleading, we marvel at the change! As our experience advances in the administration of this law we are amazed at the foresight of those who drafted and passed this Act. When we note the Compensation Board exercising its powers of commutation, inciting the hope of rehabilitation in the injured, sending its representatives out to investigate and determine the best interests of the parties, or as we observe it, lifting the mortgages and building homes for the widows and children, we can hardly reconcile the early attitude of our Pennsylvania courts.

In order to accentuate the change that a few years have wrought let us turn to the old cases. In *Priestly v. Fowler*, 3 Mees and Welsh, page 1, we find Lord Abinger shocked at the audacity of an injured workman seeking redress against his employer. He said "If such a theory should prevail, then the master, for example, would be liable to the servant for the negligence of the chambermaid in putting him into a damp bed, for that of the upholster in sending him to a crazy bedstead whereby he was made to fall down while he slept and injure himself, or for the negligence of the cook in not properly cleaning the copper vessels used in the kitchen." The American courts soon followed that precedent, for in *Farwell v. Boston & Worcester Railroad Corporation*, 4 Metcalf, Mass., page 42 Chief Justice Shaw, in 1842, approved *Priestly v. Fowler*, and wrote the opinion that established the immunity of the employer from any liability because of the negligence of a fellow employe. In Pennsylvania, *Ryan v. Cumberland Valley Railroad Company*, 23 Pa. page 384 established the same doctrine as a part of our law. Mr. Justice Lowry rather indignantly wrote into this opinion "If we declare that workmen are warranted against such carelessness, then the law places all careless men, which means all men who are badly educated or badly trained, it places those that have even not acquired a reputation for care and under the ban of at least a partial exclusion from all work. And this is the ordinary result of all undue attempts to protect by law one class of citizens against another. It is done at a practical sacrifice of liberty on the part of those intended to be protected, and to the embarrassment of the common business of life by imposing upon the imperilism of the common business of life by imposing upon the people a rule of a new and unusual character, which may require half a century to become fitted like a custom and adapted to the customs already existing which it does not have the effect of annulling."

These decisions were the foundation stones upon which were erected the fortress of immunity against the claims of injured workmen. There could always be found on guard those three old soldiers of defence, contributory negligence, risk of employment, and negligence

of a fellow-employee. As the time went on the small employers of the colonial days grew in numbers and in importance so that on January 1, 1916, when our law went into effect, our state presented a most magnificent industrial spectacle but the law of the Fathers was no longer suitable to changed conditions, for it was really out of sympathy with the modern conception of industrial justice. During all the years that had passed from the days of the proprietary the common law defences had daily turned unfortunate victims from our courts because of the duty imposed upon our law judges to follow the precedents established by these early decisions. This enforced adherence to case law had involved society at large in the constant grind of social unrest and real industrial waste. Employers in order to protect themselves against liability, were accustomed to purchase protection. The insurers in turn, invoked the common law defences, summoned the employer into court as though he had not purchased immunity, and thus placed him in the position of defendant against his own employee.

The feeling was fast taking possession of our workmen that courts of justice were not made for them. An intensive study of the general liability cases of three of our greatest industrial states indicated that 88 per cent. of industrial accidents were so devoid of any possibility of liability on the part of the employer that even the most venturesome lawyer would not take them into court; and further, that in the remaining twelve, seven had been won and five lost. Notwithstanding the publicity given to the recovery of large verdicts, the average return for loss of life in those three states had been less than \$1,000 for the five years preceding this survey. During that period many times widows and children had been sent from court rooms little appreciating what "non-suit" meant; but as time went on and as they sat in their little homes alone and unprotected, with no wage-earner to provide for them, they began to realize that the gaunt specter of hunger and privation was knocking at their door and then there came into their minds the thought that there was something wrong with our scheme of social justice.

An occasional large verdict under common law liability did no particular good, for a very insignificant part of the original award really came into the hands of the dependents, who were always unaccustomed to the care of money in bulk, and its receipt was merely an invitation or temptation to improvident expenditure and waste, so that soon they were no better off than before they received the money. It finally dawned upon society that there must be some better way of providing for those who had been unfortunately stricken in industrial pursuits.

From the beginning up until today the development of compensation laws has been so marvellous that there is no one left to question their constitutionality. The outstanding thought is that society at

large must care for those whose intensive employment has brought upon them misfortune, for the reason that those who create are doing so for the public.

There are three great factors interested in every production:—the investor, the employe, and the consumer. It dawned upon our inquiring minds that there were two principals in every production: the man who invests his money and the man who invests his life, or limb or blood; and that the consumer must pay such a price that both may have a fair return for his investment. This thought has been responsible for the most remarkable fact, (one of the greatest industrial and social fruition) that 320,436 injured men have already sat in peace and good spirit with an equal number of employers and have voluntarily signed an equal number of compensation agreements. Contrast this with the hostile forces that theretofore had gone out of an industrial plant into our courts,—the injured employe, with his witnesses and the employer with his; both viewing the situation from different standpoints. The longer they remained in court, or the more frequently they were compelled to return, the more hostile the two groups became, so that they never returned to the employer's establishment able to renew the same spirit of co-operation that they formerly enjoyed.

The doctrine has now been thoroughly established that the workman who invests an eye, a foot, a leg, or sacrifices his life or loses time because of injuries suffered in the course of producing any commodity that the public uses or consumes, is making quite as valuable a contribution to that product and giving to society as much as does the man who invests his money for the same purpose. Industry, in the first instance, must pay the toll of its own misfortunes, charging the same as overhead cost, and adding it to the cost of production, thus collecting it back from those who consume or use the product. This law is founded on the thought that it makes no difference whose fault brought about the catastrophe. The results to society do not depend upon the question of negligence. The words "fault" and "negligence" have been discarded and eliminated from the lexicon of compensation laws. Much of the lost time, misunderstanding and industrial waste growing out of industrial relationships have been due to contests waged around these two words.

Contrast the language of Lord Abinger, Chief Justice Shaw and Justice Lowry, in the three early cases to which I have adverted, with the language of Mr. Justice Pitney of the Supreme Court of the United States, delivered March 6, 1917, in the case of *The New York Central Railroad Company v. White*, 243 U. S. 188, when the New York compensation law was declared constitutional. He said, "Of course, we cannot ignore the question whether the new arrangement is arbitrary and unreasonable from the standpoint of natural justice.

Respecting this, it is important to be observed that the Act applies only to disabling or fatal personal injuries received in the course of hazardous employment in gainful occupation. Reduced to its elements, the situation to be dealt with is this: Employer and employe by mutual consent, engage in a common operation intended to be advantageous to both; the employe is to contribute his personal services, and for these is to receive wages, and ordinarily nothing more; the employer is to furnish plant, facilities, organization, capital, credit, is to control and manage the operation, paying the wages and other expenses, disposing of the product at such prices as he can obtain, taking all the profits, if any there be, and, of necessity bearing the entire losses.

In the nature of things, there is more or less of a probability that the employe may lose his life through some accidental injury arising out of the employment, leaving his widow or children deprived of their natural support; or that he may sustain an injury not mortal but resulting in his total or partial disablement, temporary or permanent, with corresponding impairment of earning capacity. The physical suffering must be borne by the employe alone; the laws of nature prevent this from being evaded or shifted to another, and the statute makes no attempt to afford an equivalent in compensation. But, besides, there is the loss of earning power; a loss of that which stands to the employe as his capital in trade. This is a loss arising out of the business, and however it may be charged up, is an expense of the operation as truly as the cost of repairing broken machinery or any other expense that ordinarily is paid by the employer. Who is to bear the charge? It is plain that on grounds of natural justice, it is not unreasonable for the State, while relieving the employer from responsibility for damages measured by common-law standards and payable in cases where he or those for whose conduct he is answerable are found to be at fault, to require him to contribute a reasonable amount, and according to a reasonable and definite scale, by way of compensation for the loss of earning power incurred in the common enterprise, irrespective of the question of negligence, instead of leaving the entire loss to rest where it may chance to fall—that is, upon the injured employe or his dependents. Nor can it be deemed arbitrary or unreasonable, from the standpoint of the employe's interest, to supplant a system under which he assumed the entire risk of injury in ordinary cases, and in others had a right to recover an amount more or less speculative upon proving facts of negligence that often were difficult to prove, and substitute a system under which in all ordinary cases of accidental injury he is sure of a definite and easily ascertained compensation, not being obliged to assume the entire loss in any case, but in all cases assuming any loss beyond the prescribed scale.

Our own Chief Justice in answer to the attack upon the constitutionality of Pennsylvania's compensation law as to the charge that when it undertook to remove the common law defense it was taking property without due process of law, said:

"While rights of property created by the unwritten law cannot be taken away without due process of law, the common law itself may be change by statute, and from the time it is so changed, it operates in the future only as changed. The written and unwritten law are both rules of civil conduct proceeding from the supreme power of the State. That one is unwritten and the other written can make no difference in their validity or effect. The common law did not become a part of the laws of the States of its own vigor. It has been adopted by constitutional provision, by statute or decision, and, we may say in passing, is not the same in all particulars in all the States. But however adopted, it expresses the policy of the State for the time being only and is subject to change by the power that adopted it. * * * A person has no property, no vested interest, in any rule of the common law. That is only one of the forms of municipal law, and is no more sacred than any other. Rights of property which have been created by the common law cannot be taken away without due process; but the law itself, as a rule of conduct, may be changed at the will of the Legislature, unless prevented by constitutional limitations."

And then this great jurist in *Anderson v. Carnegie Steel Company*, Vol. I, Court Decisions—Mackey 15, also 255 Pa. 33, upheld the constitutionality of our Act in every particular because of its elective feature. The presumption of election follows silence, and this election carries with it the agreement to abide by its terms. All our courts hold that the compensation act of Pennsylvania is a piece of remedial legislation and that it must be liberally interpreted and that it was intended by the Legislature as a means of creating the obligation to pay compensation and is not a scheme to inspire litigation.

Workmen's compensation laws have become the real woof and warp of our industrial and social fabric. Touch it today and we would bring down upon our heads a social and industrial revolution such as this world has never seen. Think what it would mean in Pennsylvania for anyone to propose a disturbance of the relationship incident to this law. Into more than 320,000 stricken homes, within an average of nineteen days after the accident, have gone a certificate, signed by the Chairman of the Board, that the injured man's voluntary agreement with his employer has been found properly executed and that compensation will be paid under it. In addition to this in five years over one million Pennsylvania workmen have experienced either the medical or compensation benefits of the law. Think of this army of 320,000 men and women who would arise to protest against any interference with that system whose certificates have

gone into those homes, and are cherished as real assets of those households and have been deposited with their most sacred belongings. On the other hand, notices of the same import have gone to an equal number of employers, placing our stamp of approval upon their voluntary acts. There is not an employer in Pennsylvania today who would raise his voice in defense of the old system, and indicate a desire to go back to it.

In writing of the principles behind our compensation law I would not be doing full justice to the subject if I failed to note the character of a compensation agreement that is executed in pursuance to the provisions, and within the terms of the law. I believe that the Pennsylvania Board's interpretation of such a document constitutes the magna charta of the employes' rights and privileges, and is the real guarantee of the solidarity and perpetuity of the whole scheme.

New York has recently witnessed an upheaval in its compensation system because an investigation, fathered by Governor Smith. This disclosed the fact that in the direct settlement system in vogue in that State between employers and employes, that there had been such imposition upon the average workman, or such a play upon his cupidity that injured workmen as a class had been deprived of thousands of dollars of just compensation.

In the first place the Pennsylvania law and the rules of the Board surrounding the execution and filing of such agreements eliminate such a possibility as far as is humanly possible. The workman cannot sign away his rights. He cannot subscribe to an agreement drawn contrary to the terms of the Act and bind himself by such a document. No agreement is binding upon either party until it has been approved by the Workmen's Compensation Board. In order to prevent the possibility of a cunning adjuster deceiving the employe in the calculation of the wage, we have provided that the mathematics shall be clearly set out in the agreement itself, so that when we have before us the document we will have the date of the accident, its character, the occupation of the injured man, the method and amount of his remuneration and the calculation by which his average weekly wage has been determined. This rather guarantees the accuracy of the document; but we have ruled and we hold that the agreement is an elastic instrument in the control of the Board,—a pliable document to be modified from time to time in the interest of the injured man as well as the employer,—either to give the employe more compensation if he deserves it or to lessen the obligation of the employer if the status of the employe justifies such reduction; and, also that it is not within the power of these parties, having once started that agreement, to either singly or jointly end its course without the approval of the Board at any time within the period for which the compensation for that disability will run under the statute. In other words

there is no power within the employe to do himself an injustice by the execution of a release or a final receipt because he and his agreement are both in the hands of the Board. We will suspend payment or revive the same during the statutory period as the evidence discloses that justice will be done.

I take it that one of the reasons why the Board has succeeded fairly well and has not been involved in unseemly controversy is the fact that it early pronounced its utter indifference to what form of insurance the employer adopted as long as that particular insurance company was in a position to sell genuine insurance that would hold the employer immune from liability to the employe and would meet its obligations by the payment of compensation promptly and cheerfully. In various parts of the country at the present time there is a great agitation for monopolistic state funds. I believe in the survival of the fittest. If a state fund is in the best position to administer workmen's compensation insurance time will show it. If competition produces the best results, time will demonstrate the fact. I believe in allowing these great developments to come upon us by social evolution rather than by political revolution.

Again one of the most satisfactory experiments in the administration of a compensation law grows out of the manner in which we gather our medical information. Reliable non-partisan and unbiased medical testimony is the solid rock upon which compensation decisions and literature must rest. The forum for the administration of the Workmen's Compensation Law is no place for biased medical testimony. As a matter of fact the instrumentalities for the administration of the new ideas of the later day justice do not depend upon the parties bringing in the evidence. These tribunals investigate for themselves and produce their own witnesses. We can recommend to other courts and forums the adoption of a practice that will declare independence of partisan medical testimony; for otherwise a court is compelled to adopt one story, or the other, never without some misgivings as to its accuracy. A court and a jury in common law proceedings never ought to be in the position of being compelled to pass upon conflicting testimony of hired partisan medical experts.

Out of the administration of this law grew another great modern conception. The compensation law provides that those who are receiving compensation for certain disabilities can come before the Board and ask that the continuing payments be commuted to present value and the amount thus determined paid at once in a lump sum. The law further gives the Board the power to grant this request if to do so, in its discretion, works to the best advantage of the petitioner, and visits no hardship upon the employer.

This brought before us a host of injured men and women who desired their money in a lump sum for a great number of reasons. We

are proud that the State of Pennsylvania is dotted today with the little homes of widows and children which have been provided by us in the administration of this law, where we have felt that commutation for this purpose was wise. We also had a tremendous number of applications where men were desirous of putting their money which had been awarded for the loss of a leg, arm, or eye, or other serious impairment into some non-essential, non-productive business,—one that the community did not need, and whose success would have been most doubtful. We looked upon such applications as an opportunity for us to save the petitioners as against themselves, and to discourage these men from becoming mere derelicts of society, and pensioners upon their families, through the investment of their compensation in a little store or newsstand. We urged them to save their compensation, and to allow us to assist in re-educating them into some other occupation which they could adopt in their handicapped condition. We strove to teach the lesson that a man's victory over his handicap is the greatest conquest of his life. And so, unconsciously, we created the idea of rehabilitation, about which we have all heard so much of late. In the coal mining districts particularly you can find many blind men, today, whom we dissuaded from the idea of opening a little candy store, or a newsstand or a bootblackening establishment, and in whom we encouraged the idea of re-education along such lines that these same men are now supporting their families. They refuse to consider themselves blind. The sunshine of hope has entered their souls and they have become citizens in every sense of the word,—conscious of their own possibilities.

The war emphasized the idea of doing something to re-educate and rehabilitate those young men who had been sacrificed in following the colors of our country, and it occurred to us that war was an acute condition, but that industrial waste through accident was chronic and always with us, so that what we could do for the soldier we could always accomplish for the man who had suffered a like mishap in industry.

Pennsylvania accordingly passed the Rehabilitation Act of 1919.

Compensation and rehabilitation are inseparably connected;—the necessity of both growing out of industrial accidents.

The next state in the progressive development of the means of translating the State's sense of duty toward its unfortunate citizens into material relief is a highly developed social service.

Our accident reports bring to us the information that a man has been injured in his work. A compensation agreement, or an award will indicate the degree of his incapacity and will approximate the duration of his disability. Certified receipts filed by the employer, or insurance carrier, will satisfy us that proper compensation has been paid, and a final receipt will indicate that a full acquittance

has been accorded the employer. But this is not all the information that the real humanitarian desires in such cases, nor is it sufficient data concerning the home of the injured man.

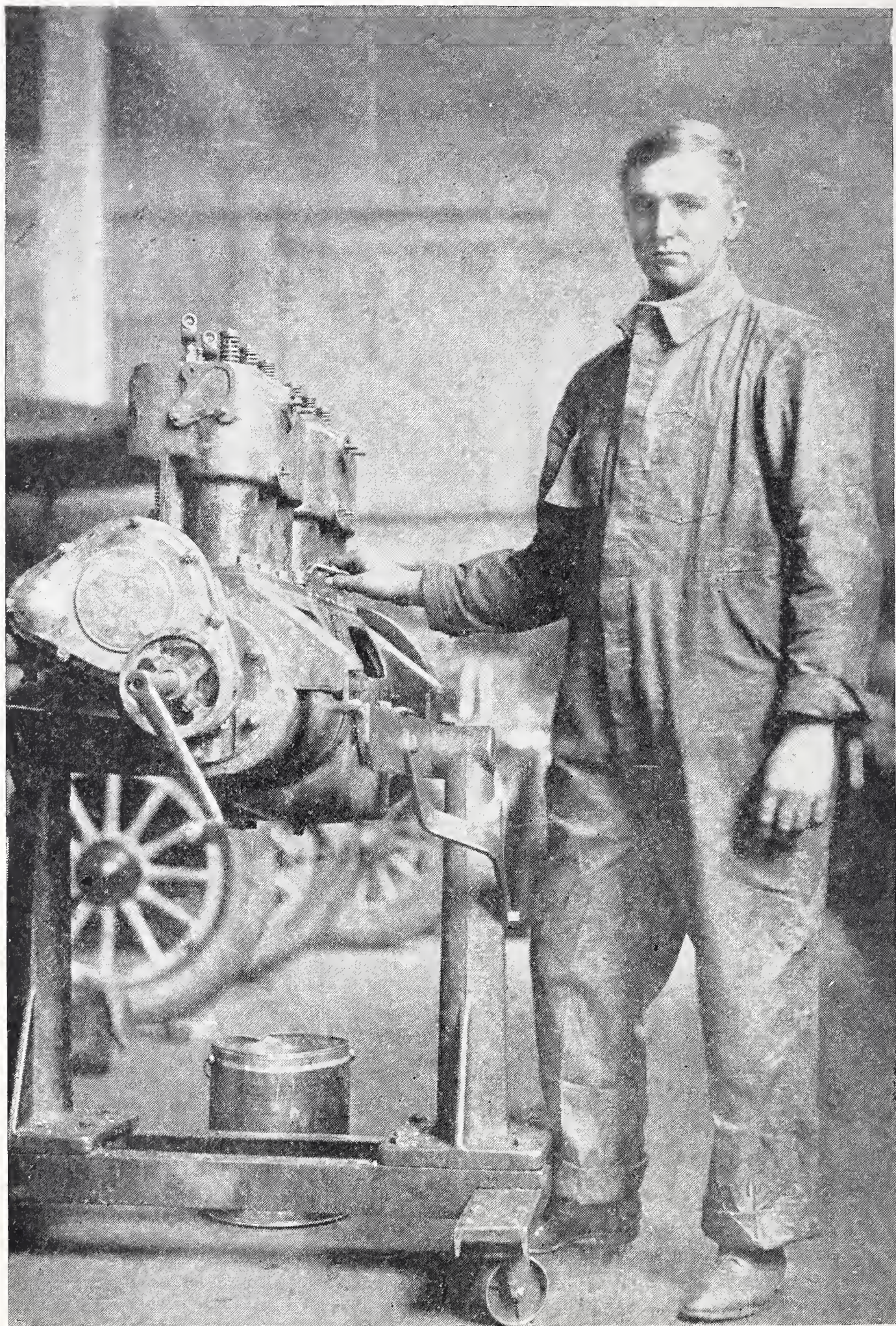
Meager compensation may be seized upon by the injured workmen to justify his adoption of some political or social ideas antagonistic to our democracy or to our sense of moral responsibility. These reports give us no insight into the home—no information as to the family. We ought to be equipped with intelligent, sympathetic American home visitors to be sent to that man to make kindly inquiry as to the condition of his family, to see that the children are at school, and to suggest all the relief that the State ought to hold out to one of its citizens.

This is the day when true industrial democracy must be enthroned. Great care must be exercised and tact displayed in so delicate a service, for over-zealous, self-constituted, and self-termed 'up-lifters, ignorant of conditions and not in touch with workmen's ideals, can easily destroy the good that intelligent direction will otherwise insure.

Over 2,000,000 days were lost to industrial Pennsylvania in 1920 through industrial accidents. Most of this lost time was suffered by the 500,000 foreign-born workmen of our State. It is in such homes that the seeds of a dangerous social and political doctrine can be sown and there they will most readily take root. The standards of Americanism can easily be planted in the sickroom of an injured workman. Bolshevism cannot thrive in a community of compensation laws, rehabilitation acts and social service.

When once home-making instincts are planted in a human heart there is crowded out rebellion, hatred of our institutions and disrespect for constituted authority.

The home-builder is a lover of order. His mind is turned into constructive channels. Violence threatens the shrine of his affectionate regard—his home—hence he is for peace—and being for peace as an assurance of safety of his home—he becomes a supporter of the officials whose duty is to protect life and property, and, in order that he may have a voice in their selection and in the making of the laws governing his home, he becomes a citizen—one of our adopted sons—an American citizen.



Loss of a leg by accident in the mines imbued this young man with a desire to capitalize his former mechanical experience and take up practical work in automobile repairing. He is receiving training under the direction of the Bureau of Rehabilitation and hopes in the near future to establish a garage of his own.

Commonwealth of Pennsylvania

THE BULLETIN

OF THE

Department of Labor and Industry

CLIFFORD B. CONNELLEY

Commissioner



VOLUME VIII

SERIES OF 1921

NO. 2

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REHABILITATION

Rehabilitation, in its final application, is an industrial conservation activity, human engineering, the adapting of disabled persons to proper tasks, tasks they can perform efficiently unhampered by their disabilities. Such effect may be accomplished by immediate placement of disabled persons in suitable tasks or by placing such disabled persons in courses of training to fit them for tasks requiring developed skill.

As industrial plants have, in the past, maintained salvage departments for elimination of needless waste of mechanical equipment, and studied the development of by-products until such by-products in some cases exceed in value the output of the original product, so must attention to-day come to the human by-products of hazardous industrial processes.

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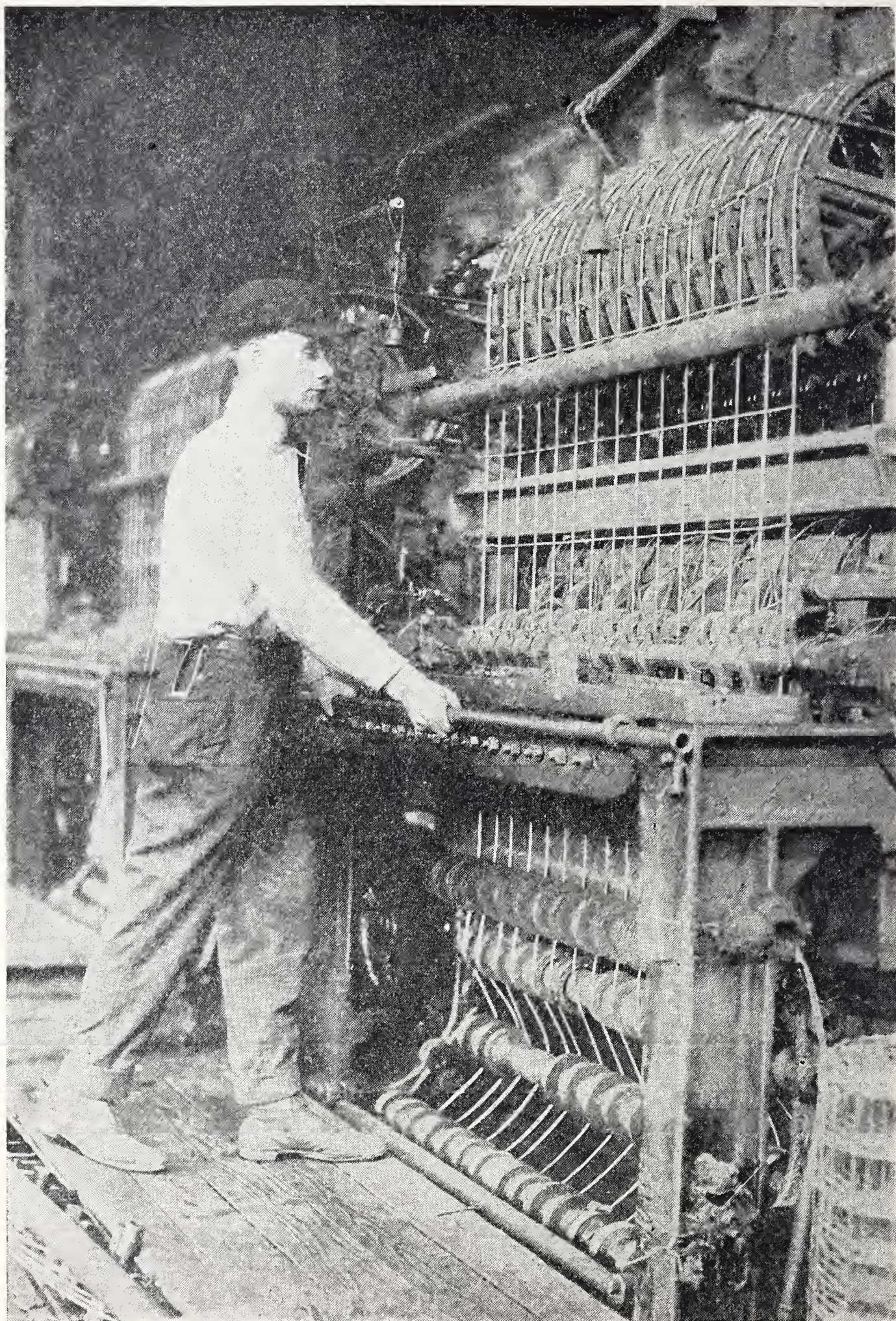
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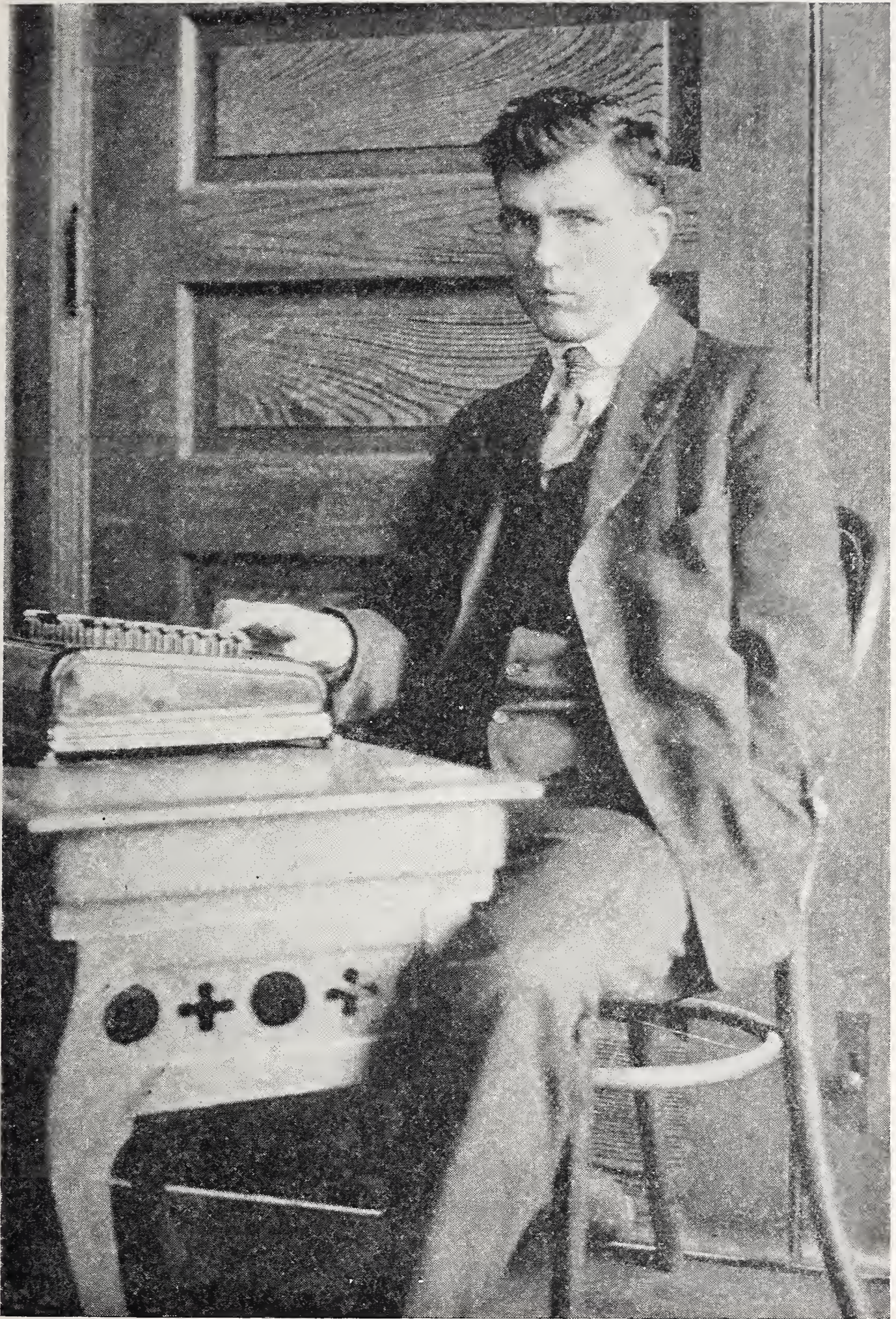




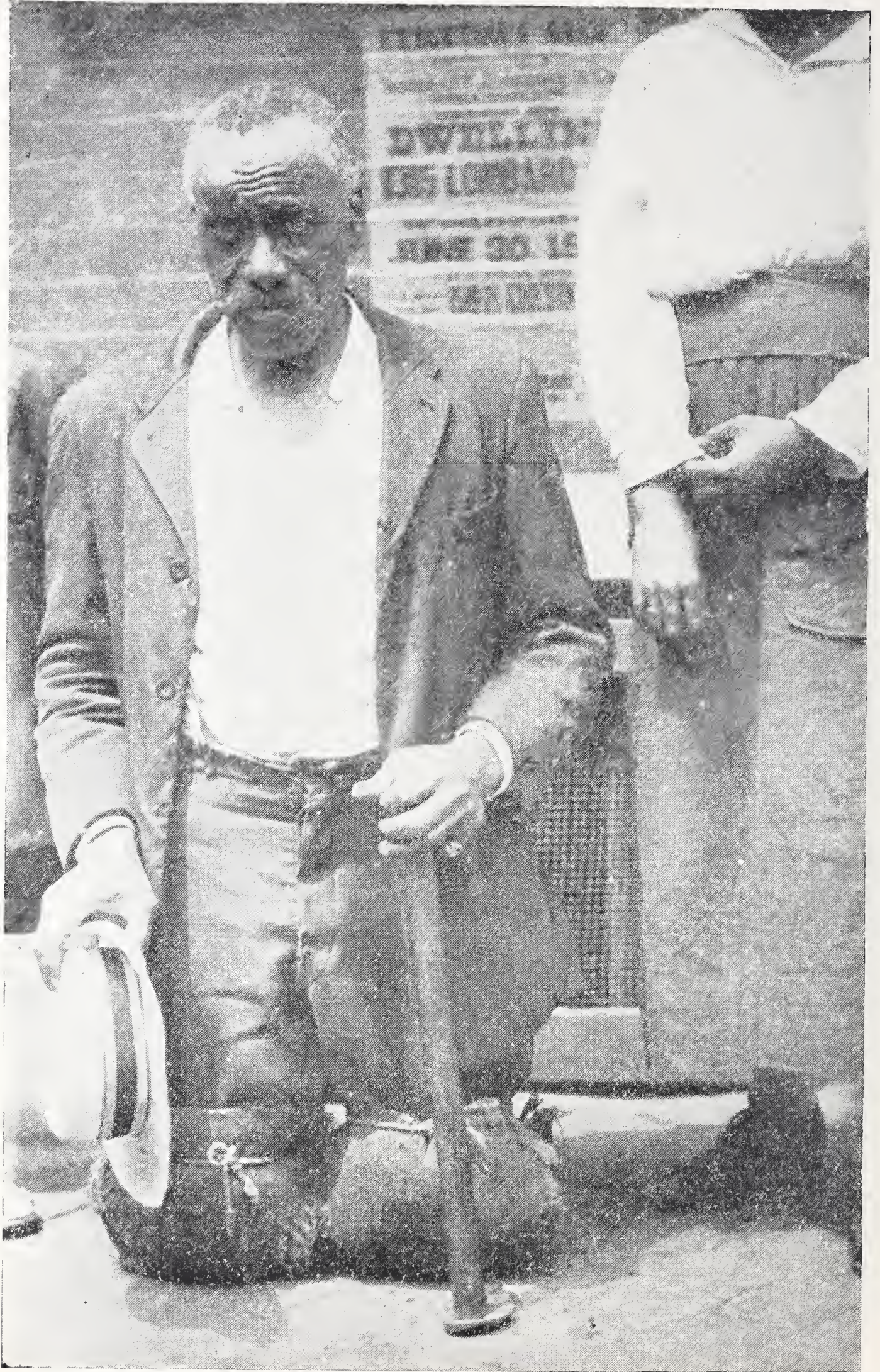
Law or the ministry are among the professions toward which this young man is aiming. Economic pressure made it necessary for him to enter employment where an accident caused the loss of his right hand. By co-operation of his employer with the Bureau of Rehabilitation, this young man is back in school and is developing remarkable ability in the use of his artificial right hand.



Suitable remunerative employment with training in the operation of a machine in the plant of the corporation employing him when he lost his right leg is solving the economic problem for this young man.



Eighteen months army service in France caused no disability to this young man, but a short time after his return to civil employment, an industrial accident cost him his left hand. Training made possible by the Bureau of Rehabilitation has fitted this young man for a clerical position.



Through the efforts of the Bureau of Rehabilitation, this man today walks on artificial legs and is returning to employment in a suitable task.

EXPLANATION OF ILLUSTRATIONS.

The illustrations of disabled persons are presented in this bulletin solely for the purpose of demonstrating that a Bureau of Rehabilitation can be of genuine service to physically handicapped persons, as well as to the Commonwealth.

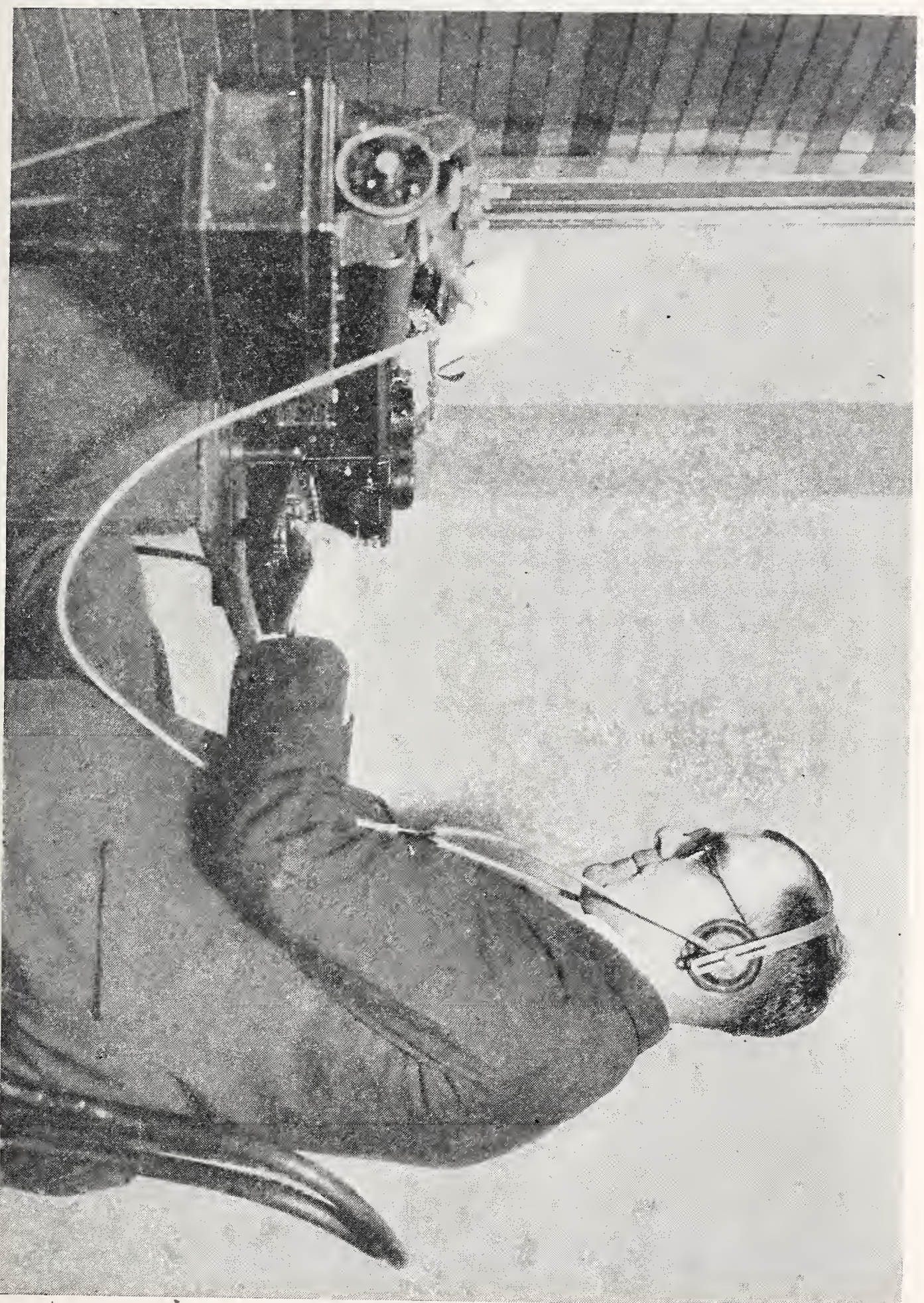
Every disabled person whose photograph appears in this publication has agreed to be photographed for the purpose of promoting rehabilitation work in general and to the end that the work may be continued as a State project for the benefit of other disabled persons.

Every disabled person whose photograph appears in this bulletin has been of co-operative assistance to this Bureau in return for the assistance the Bureau has rendered them.

Acknowledgment of that co-operation is herewith given the disabled persons whose photographs appear in this bulletin.

Every disabled person whose photograph appears in this publication has given permission for the photographs to be published.





Blindness caused by an explosion has only served further to arouse the ambition and energy of this splendid type of American. By co-operation of the Pennsylvania Institution for the Instruction of the Blind and the Bureau of Rehabilitation, this man is being rendered capable to conduct in all details a store for the sale of musical instruments. See following illustration.



Piano tuning will be one of the accomplishments of this man who is not yet thirty years of age. He will further be competent to read and write Braille and transcribe dictation upon the typewriter, as well as write his own letters.

BUREAU OF REHABILITATION
PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
REPORT OF ACTIVITIES TO JANUARY 1, 1921.

WHAT IS REHABILITATION?

“Rehabilitation shall mean the rendering of a physically handicapped person fit to engage in a remunerative occupation.”

Such is the definition in the Pennsylvania Act of Assembly of July 18, 1919, establishing a Bureau of Rehabilitation in the Department of Labor and Industry.

Rehabilitation in its final interpretation is, therefore, the adapting of disabled persons to proper tasks—tasks they can perform efficiently, unhampered by their disabilities.

The humanitarian appeal of such activity, whether conducted by individuals, private organizations, industrial establishments, public institutions, municipal, county, state or national agencies, is so strong that it is almost unnecessary to present any argument in its support.

The discontent and even discouragement of a permanently disabled person is usually traceable to the belief of such person that he or she can never again be economically independent and, consequently, will always be a dependent, either upon relatives or perhaps public charity.

A great step toward changing the depression of a recently disabled person to contentment and even happiness is to obtain for such person, either by special placement, or after training, a suitable task—a task assuring self-supporting independence, replacing hours of brooding idleness with periods of useful effort and, as an incidental, but hardly negligible factor, thereby increasing industrial production.

The aim of the Pennsylvania rehabilitation program is therefore to render workers, disabled in industrial and agricultural pursuits, capable of earning a living at tasks they can perform without undue injury or health hazard; where advancement is possible where competition with great numbers of other handicaps will not exist; where their disabilities will not render them likely to lose their employment in the event of a great supply of able-bodied labor; and preferably at tasks for which they have a natural aptitude or prior experience to reinforce training for the work in which they are placed.

PENNSYLVANIA'S REHABILITATION ACTIVITIES.

Pennsylvania as a Commonwealth, through its Department of Labor and Industry, has been studying the problem of rehabilitation since November 1917, when the disabled from war directed attention to the necessity for a rehabilitation project.

Pennsylvania at that time began making plans for rehabilitation of its war wounded, but the passage of the Federal Act for the vocational rehabilitation of disabled soldiers, sailors and marines by Congress made that great work a national activity.

Governor William C. Sproul, sponsored the Pennsylvania Rehabilitation Act of 1919 which placed Pennsylvania in the vanguard of the States engaging in the humanitarian and economic project of rehabilitating disabled industrial workers. A Bureau of Rehabilitation was created in the Department of Labor and Industry, with an appropriation of \$100,000. That appropriation was to pay administrative costs of the Bureau and from that amount, direct payments could be made for the benefit of disabled persons in two ways; artificial appliances could be provided for physically handicapped persons unable to purchase such appliances and necessary maintenance costs not in excess of \$15.00 per week could be provided physically handicapped persons during a period of training.

DOES REHABILITATION PAY?

Since the State of Pennsylvania has invested \$100,000 in an industrial rehabilitation project, it is proper to inquire whether such rehabilitation project is a sound economic investment. Statistics show that each industrial employe in Pennsylvania produced on an average approximately \$5,000 worth of material wealth during the year 1919. Of course, that is a general average. But on an extremely conservative estimate, if 500 of the 730 handicapped persons registered with the Bureau of Rehabilitation, January 1, 1921 can be aided by the Bureau to produce during the remainder of their lives \$1,000 more of material wealth for the Commonwealth than they would have done had they not come to the attention of the Bureau, that additional future wealth for the Commonwealth may be considered as approximately \$500,000.

Such estimated return is on the \$100,000 appropriation to the Bureau of Rehabilitation made by the Pennsylvania Legislature of 1919 in order to start the rehabilitation work as a State project, and it may be added that the appropriation is to finance the Bureau to the end of May 1921.

Rehabilitation has its economic as well as its humanitarian phases. The problem is one of human engineering.

HOW THE BUREAU OF REHABILITATION STARTED WORK.

When the Bureau of Rehabilitation began its active field work in January 1920, it was confronted with the problem of making the benefits of the Rehabilitation Act available to physically handicapped persons, as defined in the Act, wherever located throughout the more than 45,000 square miles of area of Pennsylvania.

To be successful, the Bureau should function in an isolated mining community, with a very limited number of industries and occupations, as well as in the heart of a great city where wide variety of industries, occupations and facilities for training provide a vast laboratory for experiment and accomplishment of results.

The Bureau of Rehabilitation, to fulfill its purposes should be of genuine service to all types of industrial accident victims, coming under the definition of a physically handicapped person in the Act. The Bureau should be of benefit to the illiterate foreigner, head of a family, and who, at fifty years, loses an arm or a leg or is otherwise disabled and unwilling to move from the community where he was injured, as well as to the bright young man or woman under twenty-one who, although physically disabled, may have a good basic education with capacity for mental development and for whom a type of training for a suitable task is not difficult to determine.

The Bureau, under the Act, is to aid in the rehabilitation of "any resident or residents of the Commonwealth of Pennsylvania whose capacity to earn a living is in any way destroyed or impaired through industrial accident occurring in the Commonwealth."

Rehabilitation is not to be construed to apply to aged or helpless persons requiring permanent custodial care, or to any epileptic or feeble-minded person, or to any person who may not be susceptible to such rehabilitation.

The Bureau of Rehabilitation, as an agency of the Commonwealth, has been organized to function, in every community of the State, by the establishment of branch offices, with traveling adjusters, at centers of high industrial accident hazard. The central office of the Bureau is at Harrisburg, with branch offices at Philadelphia, Pittsburgh, Wilkes-Barre, Pottsville, Altoona and DuBois.

The development of the rehabilitation service on a State-wide basis in Pennsylvania has been gradual and, in part, experimental. When Pennsylvania started its rehabilitation work, there were no records available of experience in other States administering rehabilitation service on a State-wide basis.

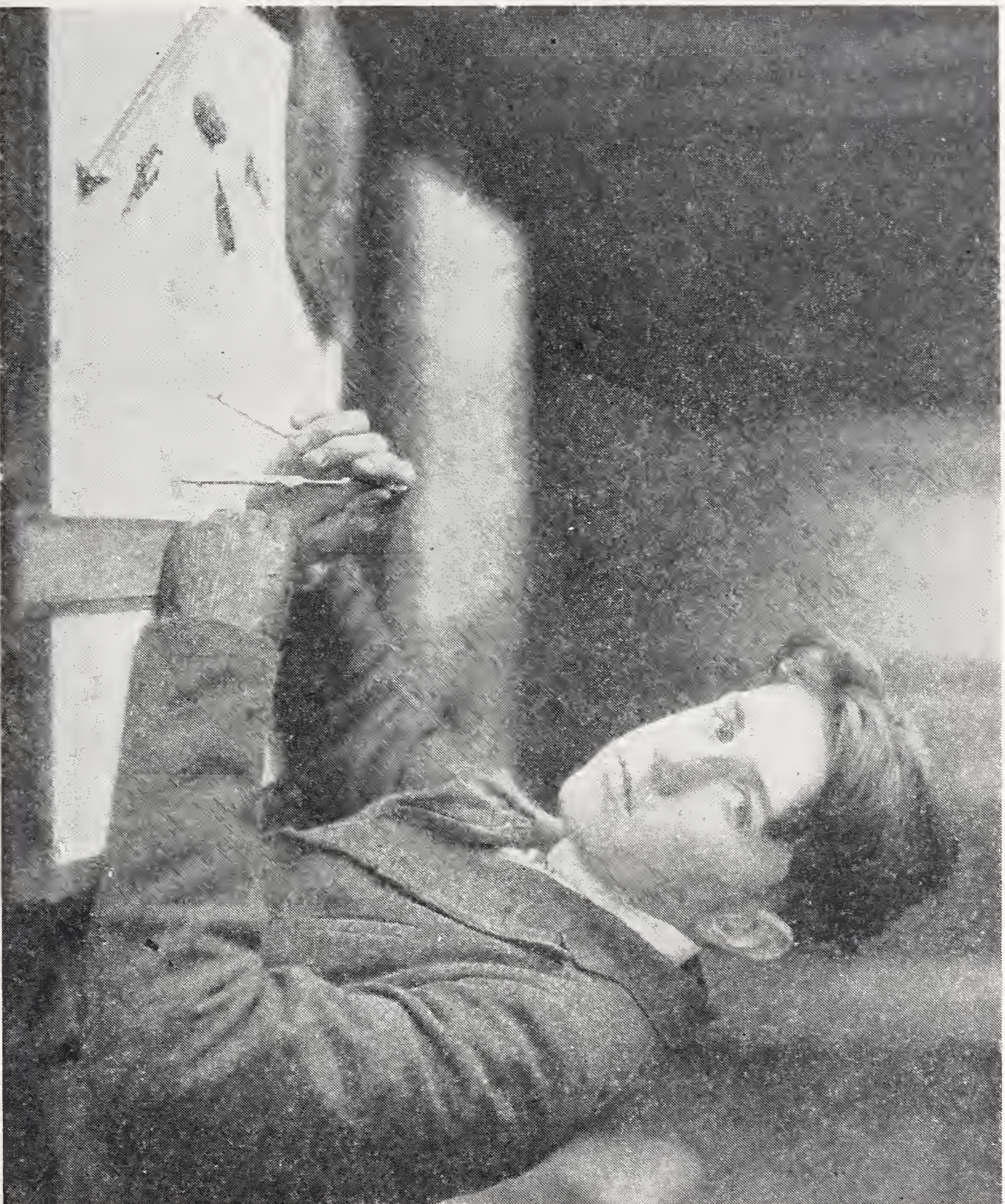
The Pennsylvania Bureau of Rehabilitation developed its organization as numbers of contacts with disabled persons increased throughout the State, rendering such development necessary.

Injuries sustained by workers in industrial plants in Pennsylvania are reported daily to the Bureau of Workmen's Compensation of the Department of Labor and Industry. Information from such reports is transmitted from the Bureau of Workmen's Compensation to the Bureau of Rehabilitation, giving a daily State-wide survey of the persons the Bureau should aid. Publicity by co-operation of newspapers, public addresses, circular letters and other means, established contacts for the Bureau of Rehabilitation with disabled persons. Co-operation of the State Grange was obtained in disseminating information regarding the Rehabilitation Act among the farmers of the Commonwealth.

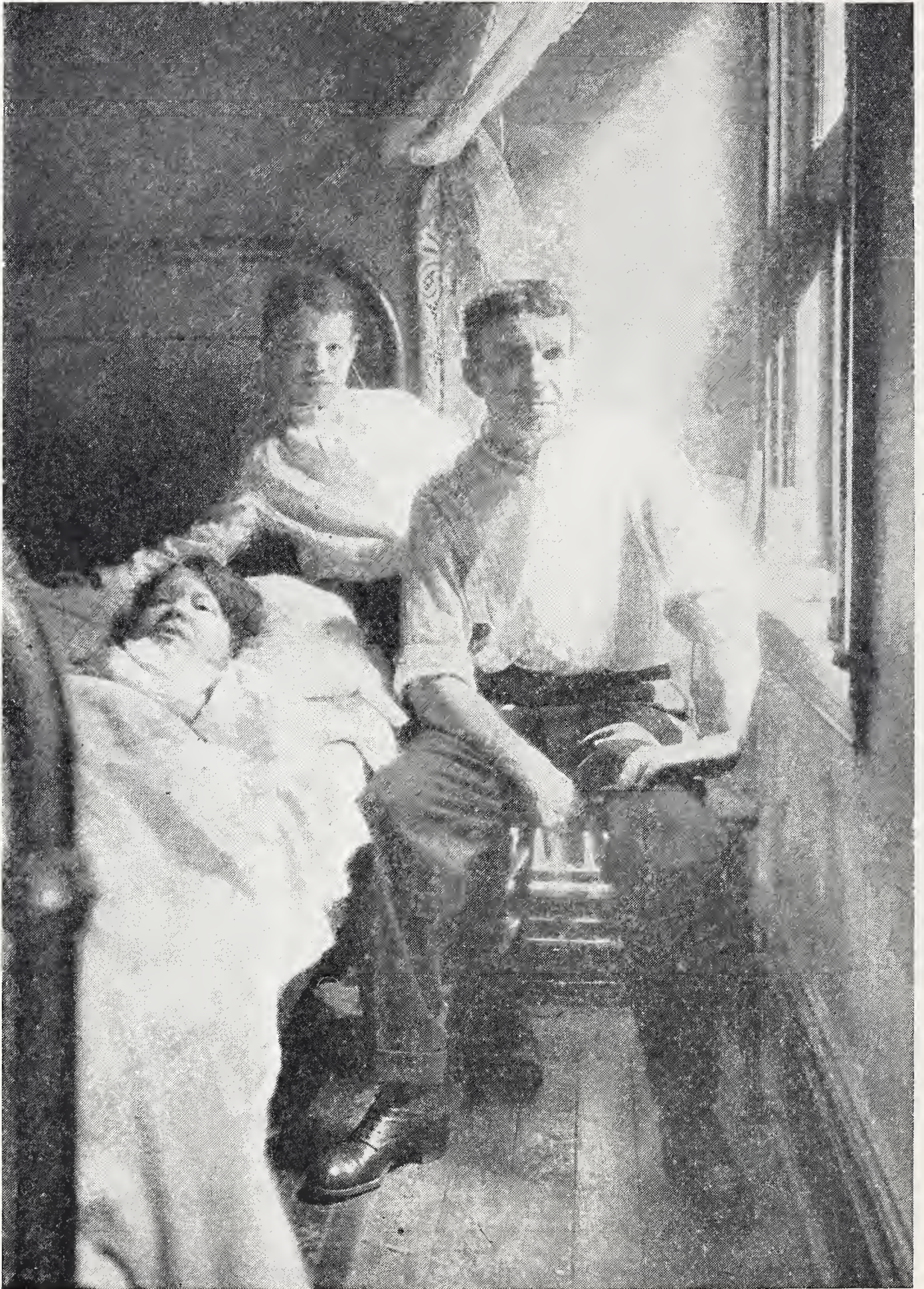
Every disabled person reported to the Bureau of Rehabilitation at Harrisburg receives a circular letter, explaining the purposes of the Rehabilitation Bureau, also a copy of the Act and a questionnaire or registration blank to be returned to the Bureau of Rehabilitation, in an addressed envelope enclosed with the letter and questionnaire. Such questionnaire, properly filled out and returned to the Bureau, gives preliminary information regarding the name, age and race of the registrant. It also gives nature of injury, knowledge of languages, industrial history, educational history, earning power before the accident and after, if employed, and indicates preferences of the registrant for future occupation. A duplicate of each questionnaire received at the central office of the Bureau is sent to the nearest branch office in order that an adjuster may visit the registered physically handicapped person to make a general survey of the social, economic, educational and industrial conditions affecting the accident victim.

The procedure of sending the questionnaire by mail to disabled persons reported from all sections of the State has been shown to save time and money and to be of great assistance to the adjusters in the field. By sending such questionnaire to the disabled person, the Bureau eliminates the necessity of adjusters traveling to make first contacts, with disabled persons in isolated communities merely for the purpose of obtaining preliminary information. The procedure of sending questionnaires is no longer experimental. It works. Injured foreigners and illiterates carry the questionnaires to persons who can read English with the result that such persons consulted enter the necessary replies and return the forms to the Bureau. It may be explained that the State coat of arms is conspicuously placed on the questionnaire which gives the necessary official appearance to the document to send the foreigner to an interpreter and the illiterate to an educated friend.

The adjusters of the Bureau co-operate with all possible agencies toward the end that the disabled person may be re-entered in suitable



Loss of the left hand of this young man in industry awakened his desire to resume the study of mechanical drafting in which he had formerly received a year of instruction. The Bureau of Rehabilitation, in co-operation with the trustees of the Thaddous Stevens Industrial school of Pennsylvania, made the realization of that desire possible.



Home responsibilities caused by long continued illness among dependents of disabled persons frequently complicate problems for the Bureau of Rehabilitation. The employer of this man provided him with an artificial foot and has provided him with suitable employment. There are two children in this family.

remunerative employment, either at once or after proper training. Existing facilities most adjacent to the registrant's home are used when training is necessary.

Experience of the Bureau has shown that no definite course of procedure can be laid down to cover, in a universal way, any specific group of physically handicapped persons.

The ultimate aim of rehabilitation service is to get a disabled person into a task which he or she can perform as well as a person not physically handicapped. Therefore, there should not be segregation of disabled persons, excepting, perhaps in group employment for the blind or in group sitting tasks for legless persons. Some of the factors encountered by the Bureau of Rehabilitation among its registered handicapped persons to prevent in all cases the application of vocational training, as generally interpreted, are:—

1. Age of handicapped person.
2. Lack of elementary education, lack of mental development, illiteracy.
3. Domestic responsibilities with attendant economic pressure.
4. Unwillingness of handicapped persons to leave the localities in which they were employed when injured.

SERVICES RENDERED BY THE BUREAU.

Rehabilitation being defined as "the rendering of a physically handicapped person fit to engage in a remunerative occupation," the Bureau of Rehabilitation decided that a great deal of its work should center about the word "fit."

A worker who has been seriously injured and permanently disabled by industrial accident has usually more than his mere physical disability to worry about. Therefore, the Bureau of Rehabilitation decided that if a physically handicapped person is to be rendered *fit* to engage in a remunerative occupation that the rehabilitation efforts must be applied in a universal way, not only from a purely vocational training or artificial appliance furnishing standpoint, but first, by helping to relieve such disabled person, so far as possible, from worriment caused by financial stress, physical suffering or other burdens.

In some cases, the Bureau may discover a man who has been injured and in need of further therapeutic treatment. If the injured person is without funds and if conditions are such that therapeutic treatment cannot be arranged from workmen's compensation benefits, without extreme financial burden on the accident victim's family, the

Bureau arranges for such therapeutic treatment, usually placing such persons in State controlled or State aided hospitals. The Bureau of Rehabilitation, by opinion of the Attorney General, cannot expend moneys directly from its appropriation for such therapeutic treatment but, as a State agency, is authorized to co-operate with hospitals throughout the State.

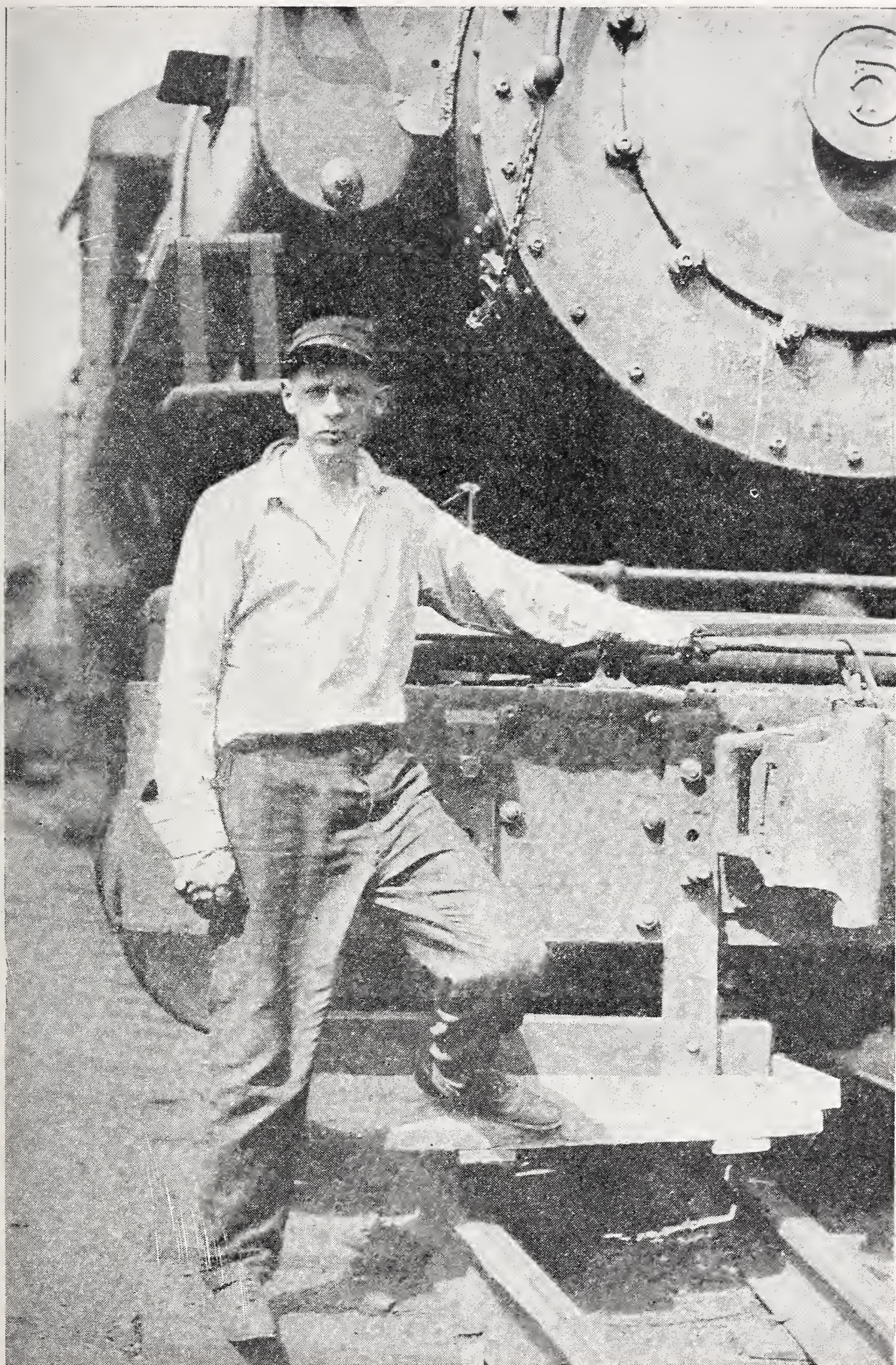
If the Bureau discovers extreme financial stress, even though as a Bureau, it may not expend its funds for charitable benefits, it makes every effort to arrange for the relief of such financial stress, of physically handicapped persons, by establishing contacts with local charitable organizations, churches, or any similar agencies through which proper contacts may be made for financial relief.

If the accident victim has suffered an amputation of an arm or a leg, and is financially unable to obtain an artificial appliance, which is usually a first requisite for return to suitable employment, the Bureau of Rehabilitation aids such person to obtain a proper artificial appliance,—arm, leg or body brace,—as a means to the end of getting the industrial accident victim back into self-supporting employment.

If the Bureau of Rehabilitation can aid the accident victim by investigating an appeal for commutation of workmen's compensation for the purchase of a small business or a similar means for self support, the Bureau aids such registered person at the direction of the Workmen's Compensation Board. Similarly, the Bureau works at all times on cases referred to it for attention by the Workmen's Compensation Board by the Referees or by the Compensation Bureau. A representative of the Bureau of Rehabilitation attends every meeting of the Workmen's Compensation Board, wherever held in the State, to establish contacts with physically handicapped persons who may come to present their cases to the Board and in some phases of which the Board may desire action by the Rehabilitation Bureau.

If it be determined that the accident victim can be benefited by a course of training in school, in the industries or elsewhere, the Bureau of Rehabilitation places such persons in proper training courses.

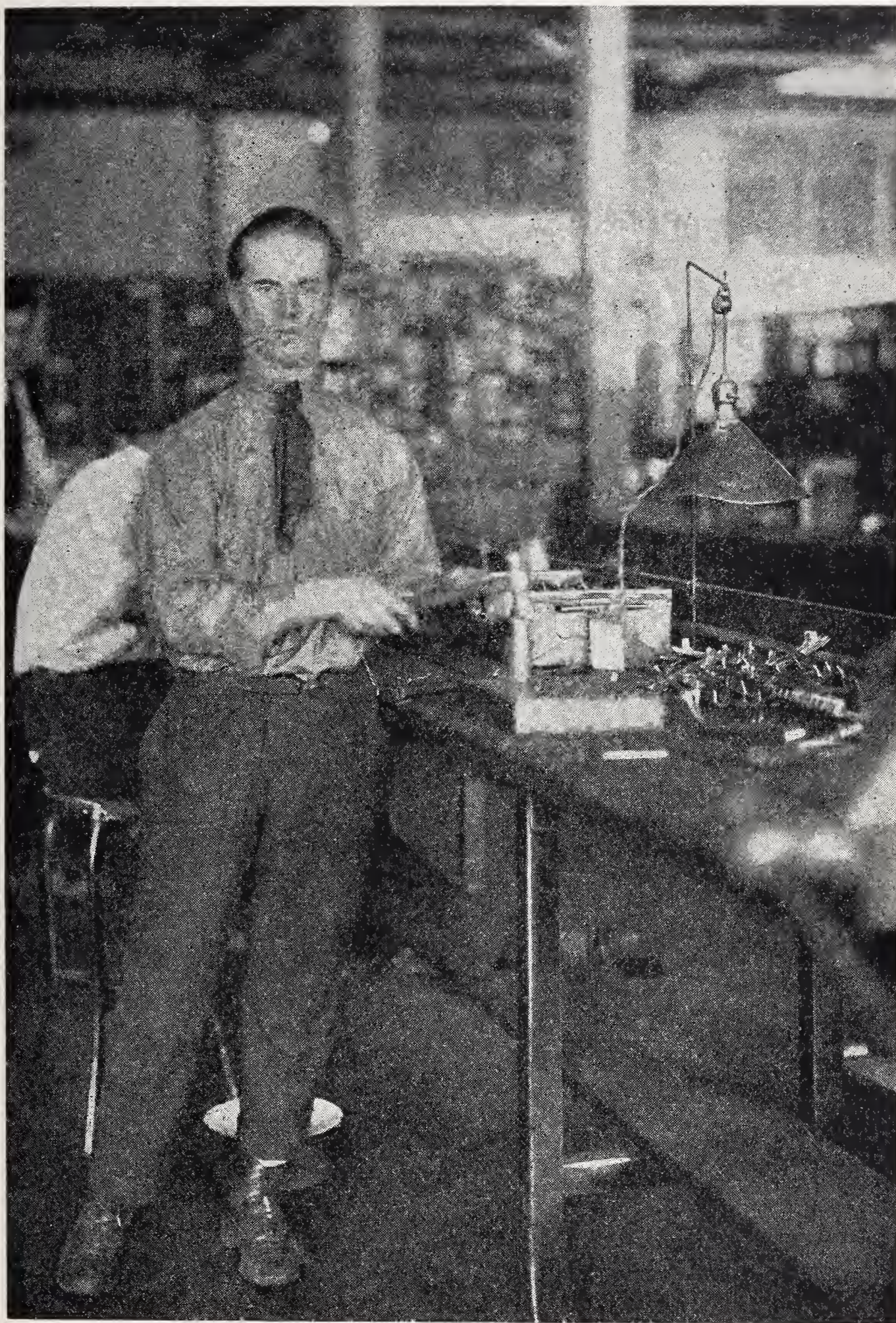
If such training cannot be attempted by the physically handicapped person, because of financial limitations, the Bureau of Rehabilitation determines the difference between such person's income and estimated expenses, while pursuing such course, and pays, from the appropriation of the Bureau, weekly maintenance to such person, in amount to cover the difference by which living expenses and school costs combined, exceed the income of such physically handicapped person, during training. In such case, the maximum amount that may be paid by the Bureau from its funds, for a person in training, is \$15.00 per week.



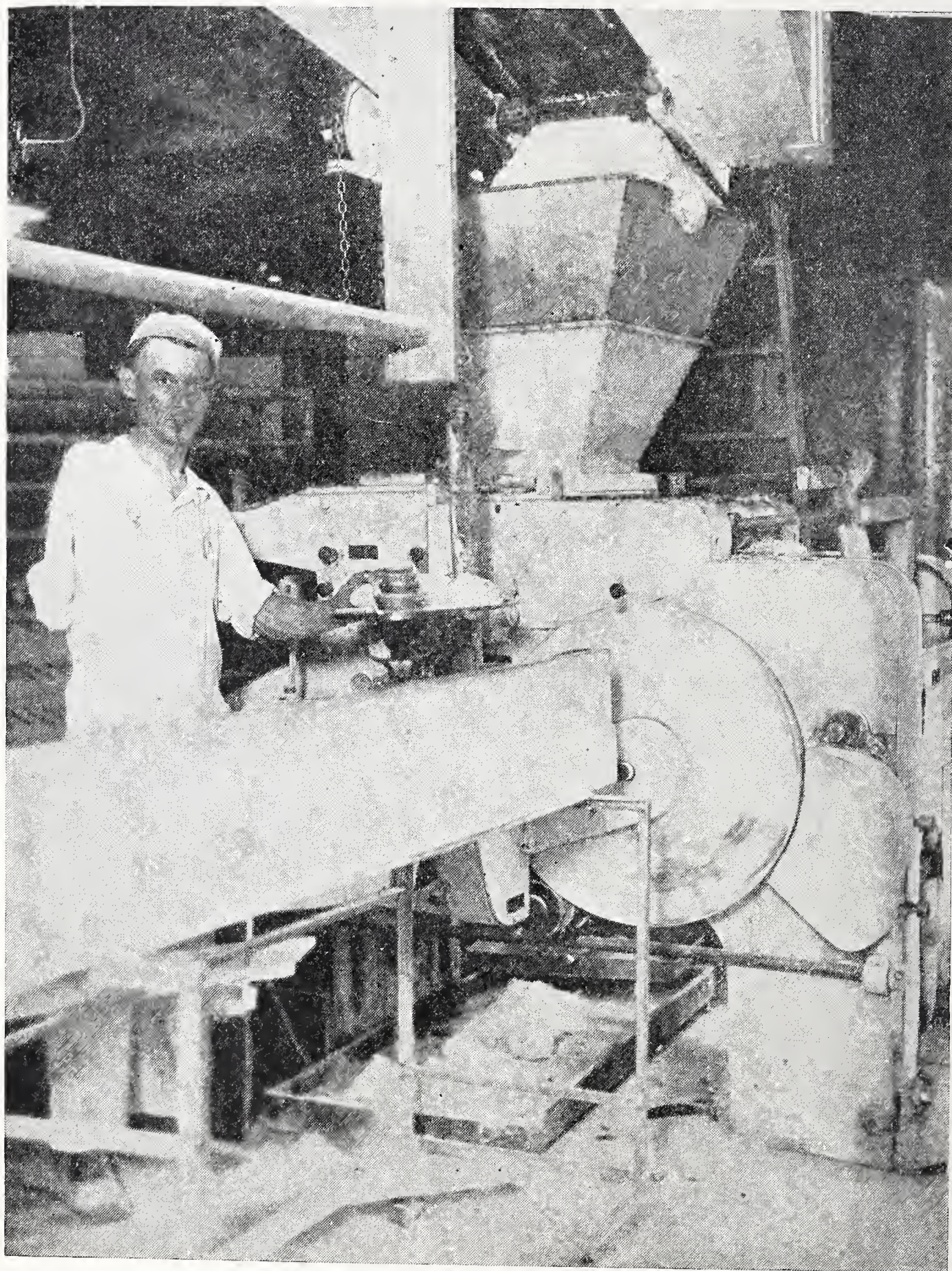
When this man lost a leg in his employment the corporation employing him, combining the man's past experience with a period of training, placed him as an engineer of a locomotive in the plant yard, a position he can efficiently fill.



Economic pressure is often heavy upon persons injured in industry. An artificial arm provided for this injured man and suitable employment at a higher wage aided in solving the problem in this case.



Unsuccessful in his search for employment, this young man registered with the Bureau of Rehabilitation shortly after losing his leg in an industrial accident. He is at present in training with a plant manufacturing adding machines and his wages are advancing with his increasing proficiency.



Baking establishments offer some opportunities for the employment of disabled persons. Consequently, when this man was disabled in his employment, he was placed at a task that he could perform in the industry in which he was experienced.

If a training course is not feasible for the disabled person, the Bureau makes every effort to place such person in suitable remunerative employment.

In the work of placement, the Bureau of Rehabilitation, for the purpose of discovering opportunities, co-operates with the branch offices of the Bureau of Employment of the Department of Labor and Industry in all sections of the State.

RECORD OF REGISTERED CASES

The Bureau of Rehabilitation, to January 1, 1921, had offered its services directly by letter to 1,200 persons, reported as disabled, and residing in sixty-two of the sixty-seven counties of the State. Of those 1,200 persons, 770 were reported to the Bureau of Rehabilitation by the Bureau of Workmen's Compensation; 166 were discovered by adjusters of the Bureau of Rehabilitation working throughout the State; 80 persons made direct application to the Bureau; 8 were reported by employers; 19 by insurance carriers; 35 by employes of the Department of Labor and Industry, other than those in the Bureau of Rehabilitation; and 122 contacts were made from other scattered sources.

Seven hundred and thirty of the 1,200 persons to whom the services of the Bureau had been offered, had registered to January 1, 1921. Of that number, 711 were men and 19 women; 135 could not read or write English; 20 were negroes. Adjusters of the Bureau had made personal contacts with virtually all registrants to January 1, 1921.

Classification of the registrants into age groups is interesting, indicating that the majority of registered physically handicapped persons are over 31 years of age. One hundred and eighteen of the registrants are under 21 years of age; 203 between 21 and 30; 162 between 31 and 40; 118 between 41 and 50, and 129 are over 50 years of age.

The majority of the registrants are native Pennsylvanians. Four hundred and eleven of the 730 disabled persons registered were born in Pennsylvania; 61 were born in the United States outside of Pennsylvania, and 258 were born in foreign countries.

Parts of the body injured by accident to the registrants, included 236 hands, 138 arms, 79 feet, 208 legs, 10 one-eye cases, and 31 totally blind. Seventy-one of the registrants were afflicted by injury other than loss of use of parts.

PERSONS BENEFITED BY BUREAU.

The Bureau of Rehabilitation, to January 1, 1921, had been of definite assistance to 310 disabled persons, throughout the State, registered with the Bureau and having a total of 454 dependents.

One hundred and forty-six of the 310 persons aided are single, and 164 are married. The Bureau of Rehabilitation assisted disabled persons to obtain 166 artificial appliances. In some cases, the total cost of such appliance was paid by the Bureau; in some cases, the total cost was paid by the employer; in a number of cases, the Bureau with the employer or the disabled person or both contributed toward the cost of the appliance.

Forty-seven of the 310 disabled persons aided by the Bureau were receiving regular weekly maintenance payments January 1, 1921, from the appropriation of the Bureau during courses of training. Such training courses include telegraphy; wireless telegraphy; motor mechanics; preparatory course for mechanical engineering; traffic management; salesmanship; armature winding; commercial courses of various kinds, including cost analysis and accounting; Braille reading and writing, piano tuning and carpet weaving for the blind; mechanical drawing and machine design; teacher's course in a State Normal School; watch making and other skilled occupations.

STUDYING THE PROBLEM.

In the central office of the Bureau of Rehabilitation at Harrisburg, modern filing systems have been installed for the compilation of individual case records as well as for analyzed mass statistics for all cases. By such procedure, the number of employes in the central office of the Bureau has been kept to a comparatively small number.

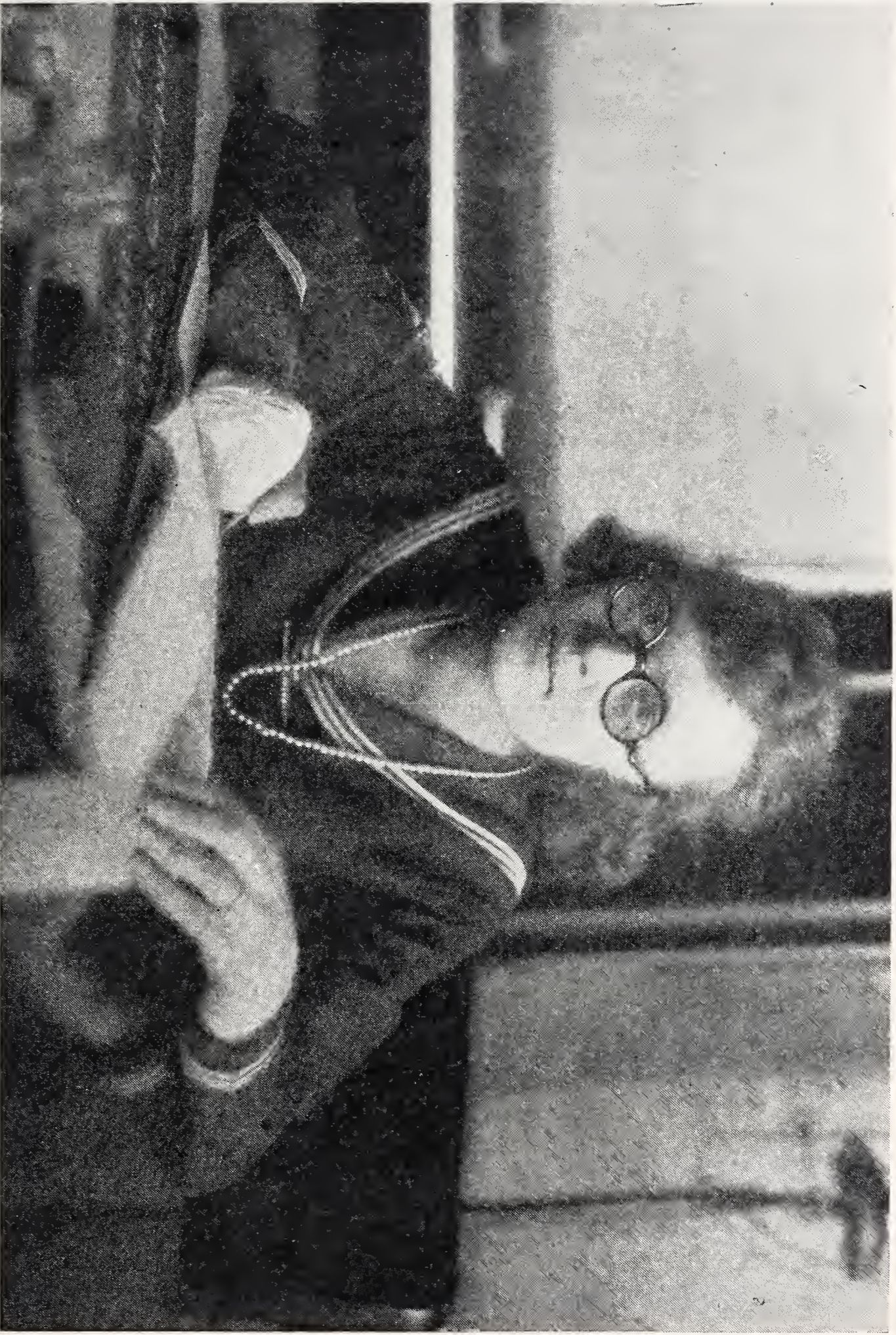
Form letters have been developed and printed for virtually all routine steps of correspondence necessary in proceeding with cases. Development of such form letters has saved a great amount of time and kept the number of employes to a minimum by eliminating the dictation and transcribing of a great mass of daily routine correspondence.

The Bureau of Rehabilitation has, through its analytical statistical record system in the central office, made a serious effort to study in all its phases the problem presented by the industrial accident victims registered with the Bureau.

It has discovered that the majority of such accident victims are over 31 years of age which, of course, has its effect upon possibilities for vocational training as generally interpreted.

It has also discovered that the majority of persons injured in industrial accidents have dependents which condition makes the economic pressure following the injury the first consideration and cause for worry on the part of the person physically handicapped.

For training to be applied successfully to disabled industrial accident victims, the experience of Pennsylvania indicates that it is essential for funds to be available to cover living costs, during such course of training.



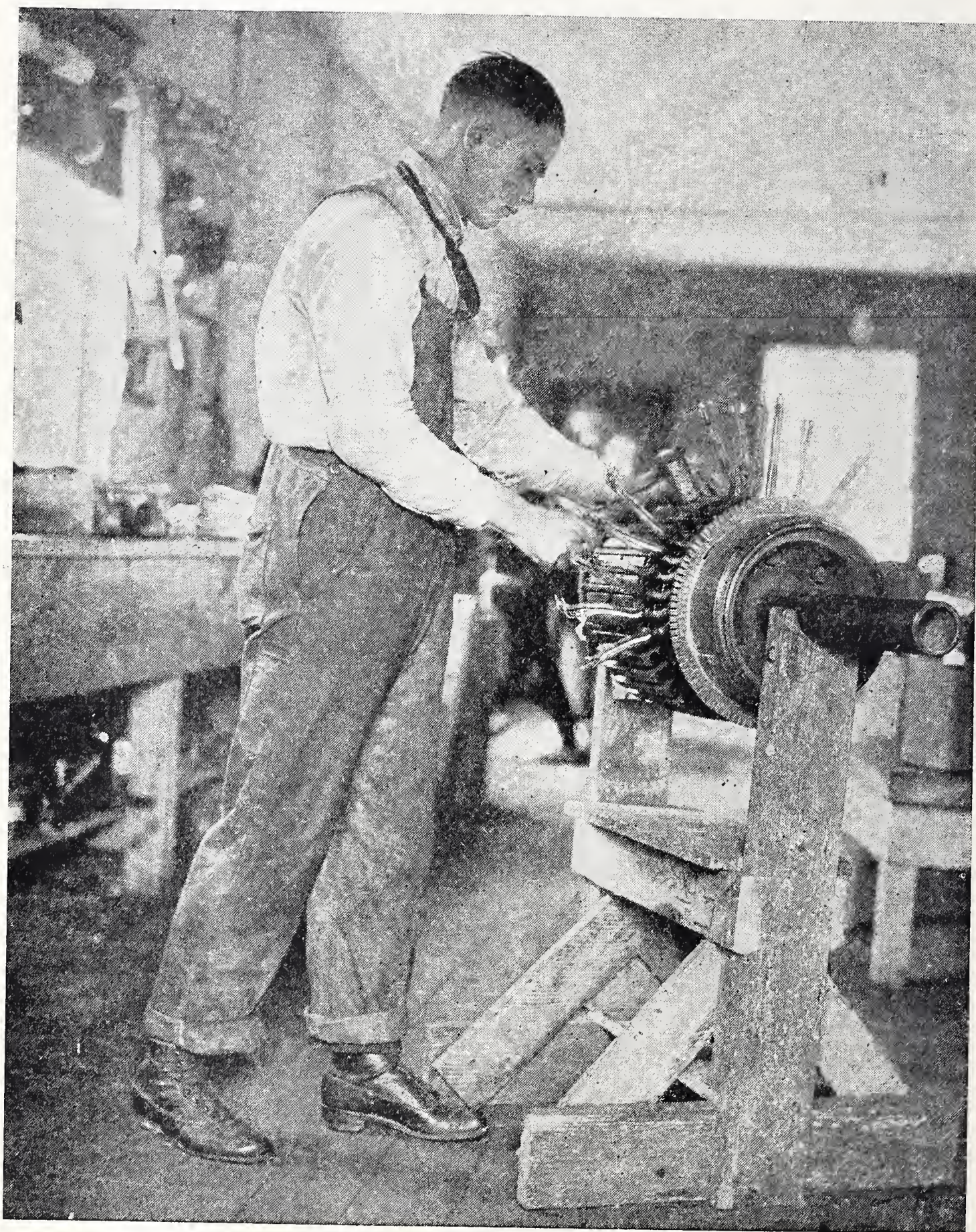
Operation of a press caused the loss of the greater portion of the right hand of this young lady. She is preparing for a clerical task which is available for her when her training is completed.



When this man obtained an artificial leg to replace the one lost by industrial accident, his problem was solved. Training he did not desire and opportunities for placement in training were not available in the community where he desired to remain.



Infection following an injury sustained during employment in agriculture caused the loss of leg of this young man. That loss, however, brought the Bureau of Rehabilitation to his home, ten miles from a railroad, and today he is taking an apprentice course in electrical work. See the following picture.



The young man, shown also in the preceding illustration, is here at work equipped with his artificial leg. Each morning he spends in classes in elementary mathematics and English at a State Normal School and each afternoon he spends in the shop learning the practical phases of electrical work.

INDIVIDUAL SERVICE IS PRINCIPAL FACTOR.

The Bureau of Rehabilitation has discovered through the work of the field adjusters that individual service through personal contact is the principal factor in getting a disabled person into suitable employment. No two cases are alike. Among the difficulties encountered by the adjusters in the field may be the attitude or state of mind of the disabled person. Such attitude may vary from extreme depression to extreme antagonism to society in general. It may vary from misgivings as to the future, to awakened interest and eager ambition for education, training or return to work. It may be taken almost for granted that a disabled person who registers with the Bureau of Rehabilitation needs first of all encouragement, with the fact driven home that he is still good for something.

Economic pressure requires many of the disabled persons to return to suitable employment, immediately upon recovery, with training, if feasible, to be provided in night classes. The age of the handicapped person is always a strong factor in determining rehabilitation procedure.

In the last analysis, rehabilitation of disabled persons on a State-wide basis, is merely the application of common sense principles, utilizing all available facilities, to the end that such disabled persons may become self-supporting and thereby placed on a sound, economic and productive status in spite of their disabilities.

The Bureau of Rehabilitation has encountered many difficulties; has of course made some mistakes; has performed no miracles. The rehabilitation problem is a broad one and must be approached from all angles, bringing to its solution every existing facility and every proper contact that ingenuity can devise.

EDUCATIONAL WORK A VITAL PART OF REHABILITATION.

School work is an important phase of rehabilitation, applying, however, to only about five to ten per cent. of the total number of disabled persons coming to the attention of the Pennsylvania Bureau of Rehabilitation.

The training problem is mainly an economic one. Training can usually be provided for those persons from whom the economic pressure can be removed during such course of training.

Economic pressure has been mainly responsible for younger workers entering industrial employment where accidents may disable them. Consequently, a course of training can usually be given to such persons when maintenance for living expenses makes possible the relief of economic pressure during their training period. It is true, however, that some young workers enter the industries from an overwhelming desire to "quit school" and when such young per-

sons are disabled, it is often more difficult to interest them in further training than it is to interest a young person who has been disabled in industry and who entered industrial work mainly on account of economic pressure at home.

When a young disabled worker is a logical training case, the training must in most cases be in a school or industrial establishment near his home and be a type of training to fit him for suitable employment near his home. That condition is due to the fact that the workers injured in industrial establishments in Pennsylvania are not as a general proposition a mobile mass or in other parlance "floaters."

Training facilities are usually not difficult to obtain. Existing schools, public and private, as well as industrial establishments, present in a great many communities opportunities for training of suitable character, and adjusters of the Bureau of Rehabilitation have had but little difficulty in obtaining proper training facilities for a disabled person who can take training.

The cases of industrial workers injured to such an extent that they must be constantly in bed or on a wheel chair,—in other words, "home work" cases, have presented the greatest problem to the Bureau of Rehabilitation.

CO-OPERATION WITH BUREAU OF REHABILITATION.

The Bureau of Rehabilitation has received excellent co-operation from all agencies and institutions, employers, employes and organizations of employers and employes to which the Bureau has appealed for co-operative assistance. Many employers have voluntarily purchased artificial appliances for workers who have sustained dismemberments in their plants. Many larger industrial establishments throughout Pennsylvania, as a definite policy, provide their injured employes with any necessary artificial appliance.

In many cases, the Bureau of Rehabilitation has found injured workers who could almost immediately return to a suitable task with their former employer. In a surprising number of cases, workers who suffered dismemberments,—loss of arm, leg, hand or foot,—were reluctant to return to work believing that such return would stop their compensation payments. In most cases, the employe was easily convinced by a representative of the Bureau of Rehabilitation that the workmen's compensation award for the loss of such arm, leg, hand or foot set up a definite compensation award to be paid over a period of weeks in specific amount regardless of wage earned on return to work.

Amputation cases comprise the majority of cases registered with the Bureau of Rehabilitation, due mainly to the fact that lesser in-

juries sustained by industrial accident in Pennsylvania seldom require action by the Bureau of Rehabilitation as upon recovery from the lesser injuries, the disabled persons almost immediately return to work. In the national rehabilitation of soldiers, sailors and marines, amputation cases comprised a comparatively small percentage of the total number of cases. That condition was due to the fact that the national rehabilitation program included soldiers, sailors and marines incapacitated by disease, as well as by wounds. The Pennsylvania Rehabilitation Act of 1919 includes only industrial accident victims.

AWAKENING THE INTEREST OF DISABLED PERSONS.

A primary action of the Bureau of Rehabilitation is to awaken interest of the injured employe and to convince him that his former employer or other employer will gladly employ him if he endeavors to perform a suitable task in a truly conscientious and efficient manner.

Training courses made available for injured employes by the Bureau of Rehabilitation depend entirely upon the interest of the injured employe in such training courses. The Bureau of Rehabilitation as before stated, pays maintenance for living costs only in the amount necessary to make up the difference between the combined cost of school and living expenses and the income of the disabled person, including workmen's compensation award, and in no case may the amount from the Bureau of Rehabilitation exceed \$15.00 a week. Therefore, the sole incentive of a disabled person to take a course of training under the supervision of the Bureau of Rehabilitation has been found to be due entirely to the interest of such disabled person in the course, as financial aid from the Bureau of Rehabilitation is only in amount necessary to meet the definitely stipulated expenses of such person in training in excess of such person's income.

The vocational rehabilitation of a disabled person does not vary greatly from the vocational training of an able-bodied person. The whole theory of rehabilitation is to train a physically handicapped person for a specific vocational task that such physically handicapped person can perform as well as an able-bodied person.

RECORDS OF CASES.

It may be realized that in dealing directly with and endeavoring to be of genuine assistance even to 500 disabled persons during the last few months through seven adjustment offices located throughout the State, the Bureau of Rehabilitation has encountered many unusual circumstances in addition to some discouragements and many

very gratifying causes for encouragement and realization that the rehabilitation work fills not only a humanitarian, but also an economic need in the Commonwealth.

There is no effort made to recount in this bulletin the great mass of individual cases and the actions taken on such cases. Instead, a number of photographs of some of the more conspicuous cases of disabled persons being aided by the Bureau are presented with a brief record of the action taken in each case.

To attempt to reproduce a history of all the cases coming to the attention of the Bureau would require an immense volume. Some of the individual files vary from merely two or three letters and forms to great masses of correspondence and reports on difficult cases.

The co-operation of the persons aided by this Bureau in permitting themselves to be photographed for the advancement of the general principle of rehabilitation in the Commonwealth is appreciated by the Bureau of Rehabilitation and acknowledgment of such co-operation is herewith given.

THE BUREAU OF REHABILITATION A STATE SERVICE.

The Bureau of Rehabilitation endeavors to be of genuine service to all physically handicapped persons as defined in Sub-section (c) Section 1 of the Pennsylvania Rehabilitation Act of 1919 which appears at the end of this bulletin. Co-operation of employers and employes and every agency within the State which can aid in the rehabilitation work is most earnestly solicited.

As was well stated of the Bureau of Rehabilitation, in an opinion from the Department of the Attorney General:

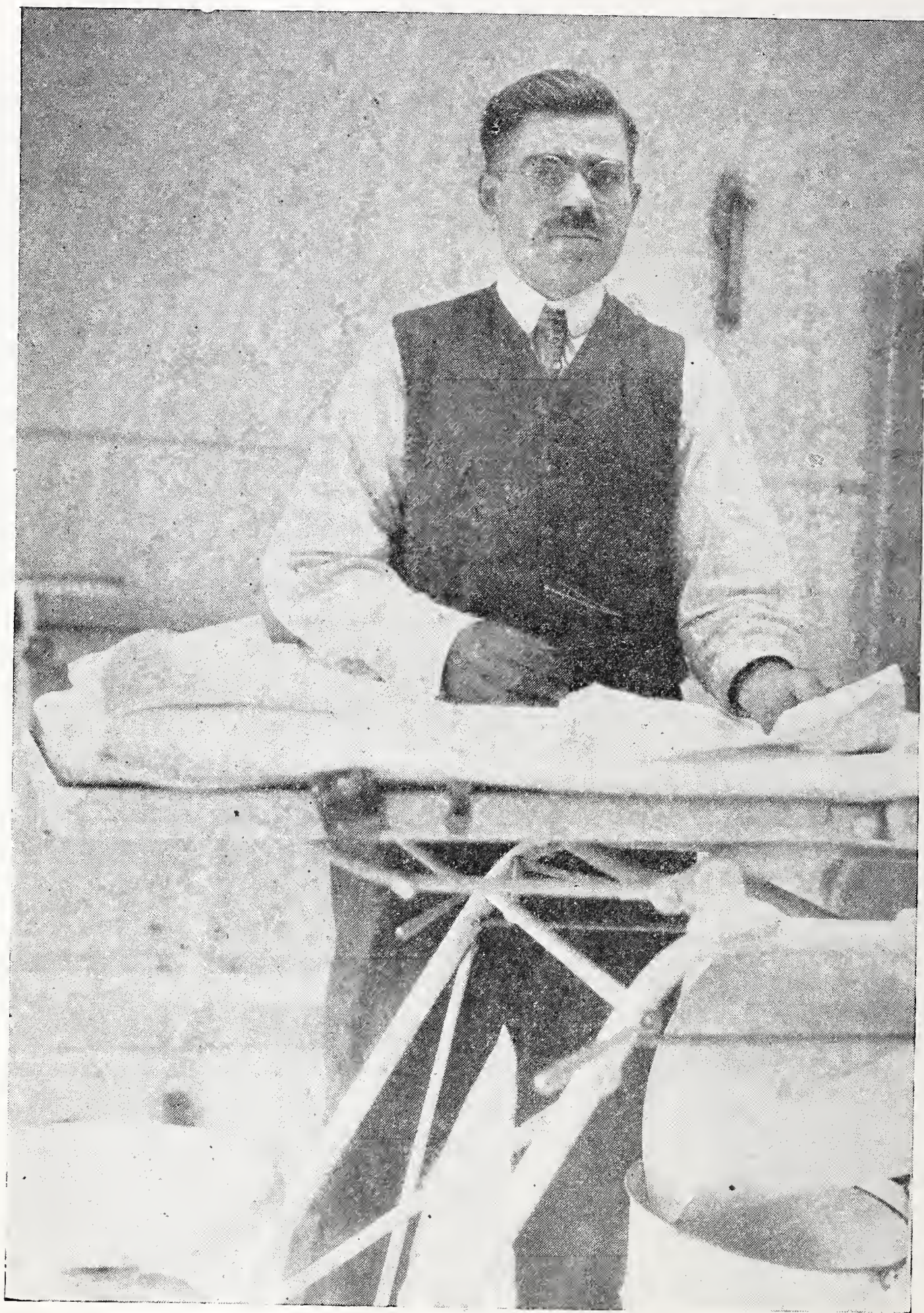
“Its primary object is not to provide subsistence or a livelihood for incapacitated persons, during any given period, but to assist and relieve them by a restoration of their earning capacity.”

The Bureau of Rehabilitation is, therefore, not a charitable agency. Other agencies, state, county, municipal and private exist for dispensing charity and giving help where needed. General charitable work by the Bureau of Rehabilitation would, therefore, not only be duplication but be beyond the intent of the Legislature as expressed in the language of the Act.

The services of the Bureau of Rehabilitation are without cost to any resident of the Commonwealth whose capacity to earn a living is in any way destroyed or impaired through industrial accident occurring in the Commonwealth. Any assistance from the Bureau of Rehabilitation during a course of training is not a part of any compensation award.



The adapting of his left hand to perform the work done by the right hand, before it was mutilated in an industrial accident, is making it possible for this ambitious young man, with the co-operation of the Bureau of Rehabilitation, to prepare himself for a future place in commercial activity.



When this native of Poland registered with the Bureau of Rehabilitation, he was able to speak and understand a very few words of English. His entry into Americanization evening classes, by the Bureau of Rehabilitation, has greatly increased his English vocabulary. During the day he is employed at present as an orderly in a private hospital. With his wife, who has been brought from Poland, he will later become a tenant farmer. His artificial right hand was provided him by co-operation of the Bureau of Rehabilitation and his present employer.



Lump sum payment of the compensation award for the loss of an arm enabled this young man to establish the small store here shown and which contributes toward supporting this young man and his mother. See following illustration.



The young man shown in the preceding illustration spends his evenings training to be a wireless operator under direction of the Bureau of Rehabilitation.

All persons coming under the above definition are urged to communicate with the Bureau of Rehabilitation, and any persons knowing of disabled persons who should be aided by the Bureau of Rehabilitation are urged to send the names and address of such disabled persons to the Bureau of Rehabilitation, 18 South Third Street, Harrisburg, Pa.

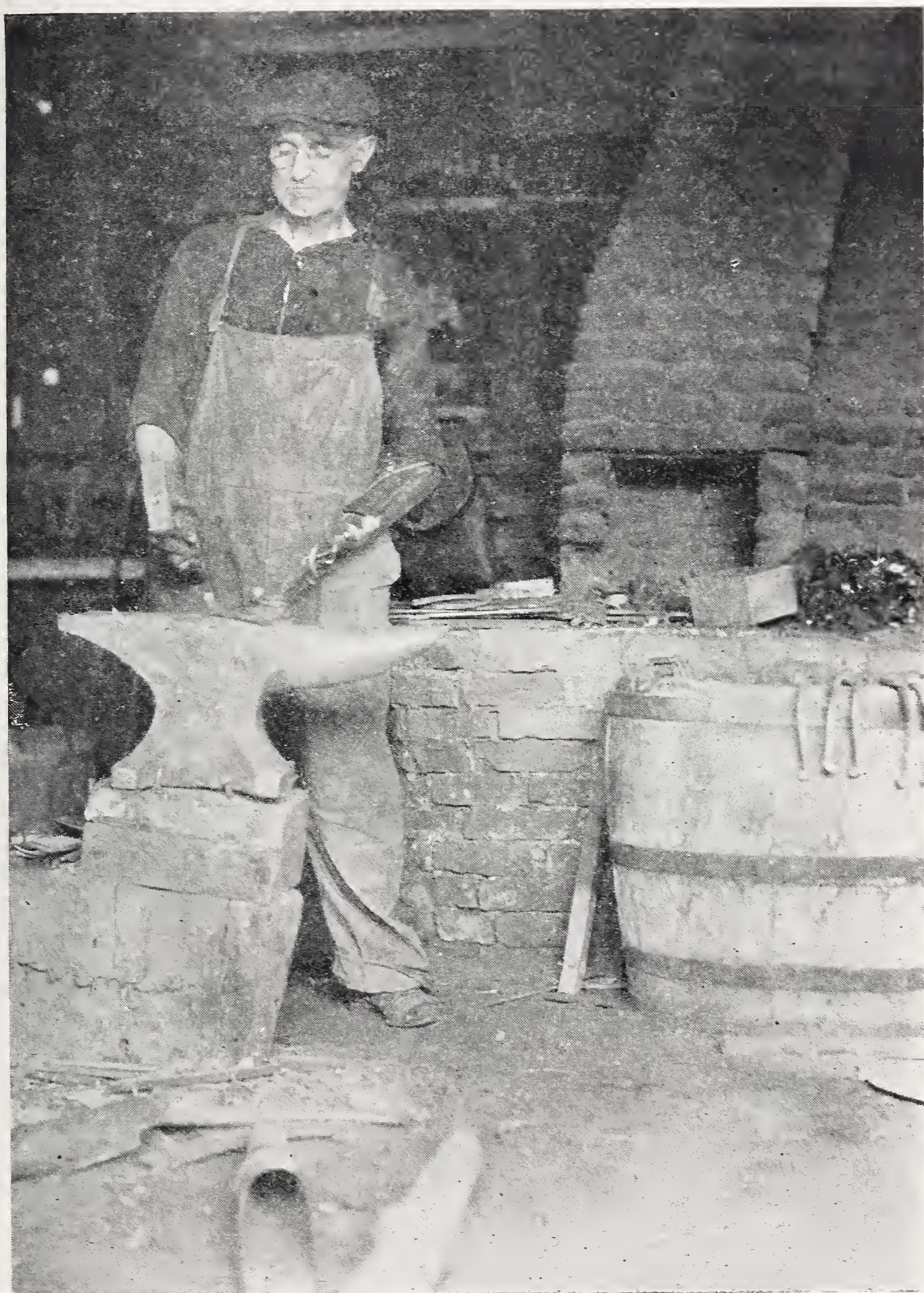
PENNSYLVANIA'S ACCEPTANCE OF FEDERAL ACT.

The work that has thus far been accomplished in Pennsylvania has been entirely a State project. Federal funds made available by the Industrial Rehabilitation Act of June 2, 1920, have not up to this time been utilized but will be gladly accepted and, by co-operation of the Federal Board for Vocational Education and the State Board of Education of Pennsylvania, with the Department of Labor and Industry, it is hoped to expand greatly the rehabilitation work in Pennsylvania in an efficient, constructive and beneficial manner.

Just prior to January 1, 1921, acceptance of the Federal Act was made by the Governor of Pennsylvania following the working out of an agreement for rehabilitation purposes in Pennsylvania between the Department of Labor and Industry and the State Board of Education.

A bill for legal acceptance of the federal funds goes before the Legislature of Pennsylvania and with the vast field for rehabilitation activities offered by Pennsylvania, with the work properly apportioned for efficient administration and performance between the Department of Labor and Industry and the State Board of Education, with the assistance of the Federal Board for Vocational Education, Pennsylvania is now preparing to broaden its rehabilitation activities for the future economic benefit of the Commonwealth and Nation as well as for all the incidental humanitarian benefits that naturally accrue to such a program.





Loss of the left hand by accident in agricultural employment discouraged this man for a comparatively short time. He had been a blacksmith and through encouragement by the Bureau of Rehabilitation has opened a shop of his own and proudly claims to be the only one-armed blacksmith in Pennsylvania working daily at the forge and anvil. See following illustration.



Shoeing a horse presents no insurmountable difficulties for this man, with one artificial arm, shown in the preceding illustration. He not only does his work well, but derives much pleasure from doing it.



Telegraphy offered a future to this young man who lost a leg by industrial accident and who, through co-operation with the Bureau of Rehabilitation, has attained a remarkable degree of proficiency in receiving and sending the code messages.



Blindness of the head of this family has not resulted in utter despondency in this household. Prior to registering with the Bureau of Rehabilitation, this man had learned the weaving of rag carpets and the Bureau, through co-operation of the Pennsylvania Association for the Blind, is establishing a hand loom in this man's home where he will be able to solve in a measure his economic problem by the weaving of rag carpets.

Commonwealth of Pennsylvania

DEPARTMENT OF LABOR AND INDUSTRY
REHABILITATION ACT OF 1919.

Providing for the establishment of a Bureau of Rehabilitation in the Department of Labor and Industry, and conferring upon the Commissioner of Labor and Industry the power to supervise and direct the rendering of certain physically handicapped persons fit to engage in remunerative occupations; providing for the appointment of a chief of the bureau, subordinate officers, and employes, and furnishing suitable accommodations; and making an appropriation.

Section 1. Be it enacted. &c., That (a) the term "bureau," as used in this act, shall mean Bureau of Rehabilitation.

Bureau of Rehabilitation.
Definitions.

(b) The term "commissioner" shall mean the Commissioner of Labor and Industry.

"Bureau."
"Commissioner."

(c) The term "physically handicapped person" or "persons," wherever used in this act, shall mean any resident or residents of the Commonwealth of Pennsylvania whose capacity to earn a living is in any way destroyed or impaired through industrial accident occurring in the Commonwealth.

"Physically handicapped person."

(d) "Rehabilitation" shall mean the rendering of a physically handicapped person fit to engage in a remunerative occupation.

"Rehabilitation."

Section 2. A Bureau of Rehabilitation is hereby established in the Department of Labor and Industry. The central office of the bureau shall be located in the city of Harrisburg.

Establishment of bureau.

Section 3. The commissioner, with the approval of the Governor, shall appoint a Chief of the Bureau of Rehabilitation, who shall be subject to the direction and supervision of the commissioner, and shall fix his salary, which, when so fixed, shall be paid out of the sums hereinafter appropriated.

Chief.

Salary.

Section 4. It shall be the duty of the Chief of the Bureau of Rehabilitation to direct, as hereinafter provided, the rehabilitation of any physically handicapped person: Provided, That said duty of the chief of the bureau shall not be construed to apply to aged or helpless persons requiring permanent custodial care, or to blind or deaf persons under the care of any State or semi-State institution, or to any epileptic or feeble-minded person, or to any person who may not be susceptible to such rehabilitation.

Duties.

Section 5. The Chief of the Bureau of Rehabilitation shall have power with the approval of commissioner:

Powers.

(a) To establish relations with all public and private hospitals to require prompt and complete reports of any physically handicapped persons under treatment in such hospitals. The persons thus reported may be promptly visited by representatives of the Bureau of Rehabilitation, who shall make record of their condition, and report to the chief of the bureau, who shall then determine whether the person is susceptible to rehabilitation. Such persons as may be found susceptible shall be acquainted by the chief of the bureau with the rehabilitation facilities offered by the State and the benefits of entering upon remunerative work at an early date. Any physically handicapped person who chooses to take advantage of these rehabilitation facilities shall be registered with the chief of the bureau, and a record kept of every such person, and the measures taken for his or her rehabilitation. The chief of the bureau shall proffer to any such person counsel regarding the selection of a suitable occupation and of an appropriate course of training, and shall initiate definite plans for beginning rehabilitation as soon as the physical condition of the person permits.

(b) To receive applications of any physically handicapped persons for advice and assistance regarding their rehabilitation. The person thus known to be physically handicapped may be visited, examined, and advised in the same manner and for the same purposes as specified in clause (a) of this section.

(c) To make a survey to ascertain the number and condition of physically handicapped persons within the Commonwealth. The persons thus known to be physically handicapped may be visited, examined, registered, and advised in the same manner and for the same purpose as specified in clause (a) of this section.

(d) To arrange for such therapeutic treatment as may be necessary for the rehabilitation of any physically handicapped persons who have registered with the chief of the bureau.

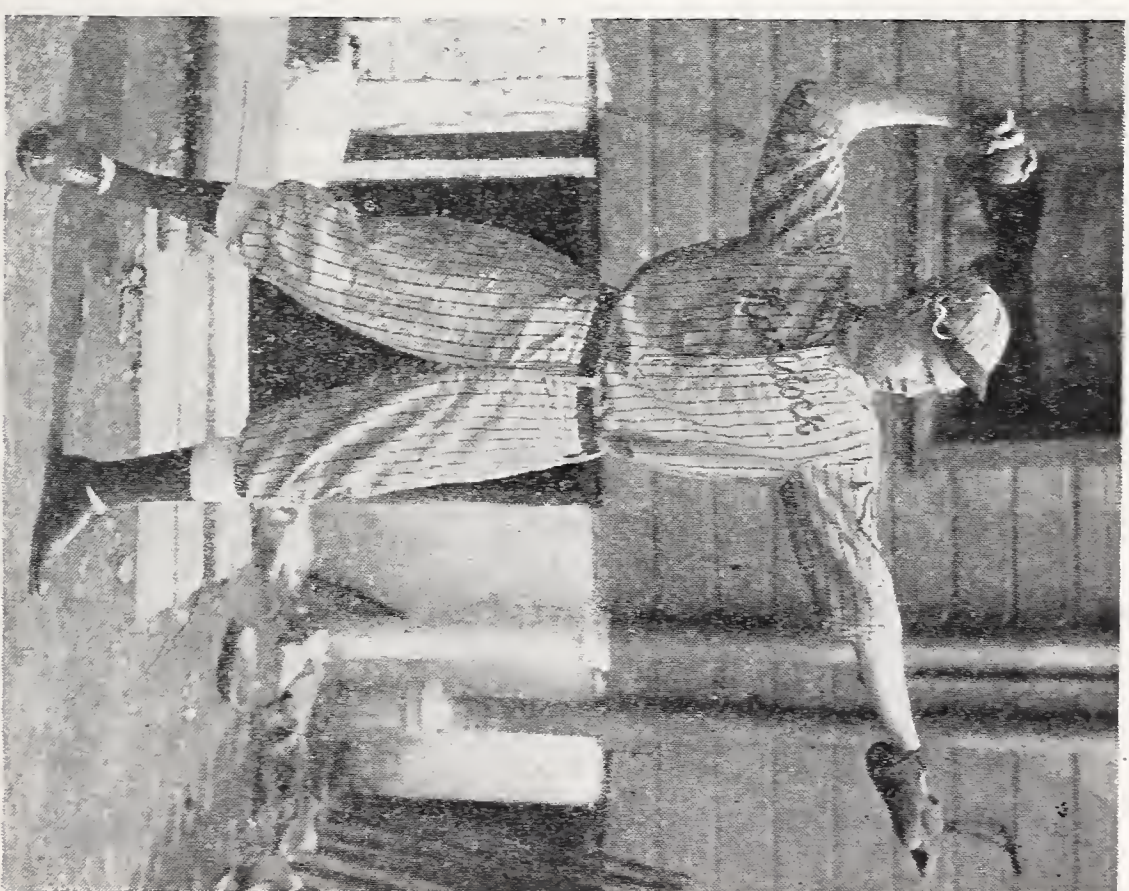
(e) To procure and furnish at cost to physically handicapped persons who have registered with the chief of the bureau limbs and other orthopedic and prosthetic appliances, to be paid for in easy instalments, when such appliances cannot be otherwise provided: Provided, however, That if it be shown that any physically handicapped persons is unable to pay for such artificial limbs or other appliances, the chief of the bureau may direct, with the approval of the commissioner, that such limbs or appliances shall be supplied to such physically handicapped person and the cost thereof paid out of the funds appropriated for the rehabilitation activities of the bureau; such payments



While operating a metal press, this young man lost the major portion of his right hand. A training course in commercial work provided by the Bureau of Rehabilitation has enabled this young man to return to the firm where he was employed when injured. His present employment is in the office of the firm where he aids in keeping the accounts of the establishment.



Handicapped by industrial accident, this young man registered with the Bureau of Rehabilitation and his ability to operate a motor vehicle was utilized in obtaining employment for him as a taxicab driver.



This young man is being trained for commercial employment under direction of the Bureau of Rehabilitation. His fears that he would never again be able to play baseball were relieved after co-operation of the Bureau enabled him to obtain an artificial leg. During the summer of 1920, he pitched twelve games for the amateur team of which he is manager, and won ten. One of the games in which he participated, throughout, resulted in a tie score after nineteen innings. The young man takes his turn at bat and always runs as far as first base at a fair rate of speed.



An exposition blinded this man in industry in 1915, prior to the operation of the Workmen's Compensation Act in Pennsylvania. In 1920 he was found by the Bureau of Rehabilitation and by co-operation with the Pennsylvania Association for the Blind, is learning to weave rag carpets at which he will be able to support himself.

to be made by the State Treasurer on the warrant of the Auditor General or requisition of the Commissioner of Labor and Industry.

(f) To arrange with the Superintendent of Public Instruction for training courses in the public schools in the Commonwealth in selected occupations for physically handicapped persons registered with the chief of the bureau.

(g) To arrange with any educational institution for training courses in selected occupations for physically handicapped persons registered with the chief of the bureau.

(h) To arrange with any public or private organization or commercial, industrial, or agricultural establishment, for training courses in selected occupations for physically handicapped persons registered with the chief of the bureau.

(i) To provide maintenance costs during the prescribed period of training for physically handicapped persons registered with the chief of the bureau: Providing, That when the payment of maintenance costs is authorized by the chief of the bureau, with the approval of the Governor, it shall not exceed fifteen dollars (\$15.00) per week, and the period during which it is paid shall not exceed twenty weeks, unless an extension of time is granted by the commissioner; said payments to be made by the State Treasurer on the warrant of the Auditor General on requisition of the Commissioner of Labor and Industry.

(j) To arrange for social service, for the visiting of physically handicapped persons registered with the chief of the bureau and of their families in their homes, during the period of treatment and training and after its completion, to give advice regarding any matter that may effect rehabilitation.

(k) To conduct investigations and surveys of the several industries located in the Commonwealth to ascertain the occupations within each industry in which physically handicapped persons can enter upon remunerative employment under favorable conditions, and work with normal effectiveness, and to determine what practicable changes and adjustments in industrial operations and practices may facilitate such employment.

(l) To make such studies and reports as may be helpful for the operation of this act.

(m) To cooperate with any department of the Federal government or of the Government of this Commonwealth or with any private agency in the operation of this act.

Officers and employees.

Salaries.

Accommodations for bureau.

Appropriation.

Reports.

Repeal.

Construction.

Section 6. The commissioner, with the approval of the Governor, shall appoint such officers, physicians, clerks, stenographers, and other employes, as shall be necessary to carry out the purposes of this act. He shall determine their duties, and shall fix their salaries, which when so fixed shall be paid out of the sums hereinafter appropriated. The Board of Public Grounds and Buildings shall furnish suitable accommodations for the use of the bureau.

Section 7. The sum of one hundred thousand dollars (\$100,000), or so much thereof as may be necessary, is hereby appropriated to carry out the purposes of this act.

Section 8. A report on the activities of the Bureau of Rehabilitation authorized by this act shall be submitted biennially to the Governor, together with a statement of the sum necessary to conduct said activities during the ensuing two years.

Section 9. All acts and parts of acts inconsistent with the provisions of this act be, and the same are hereby, repealed.

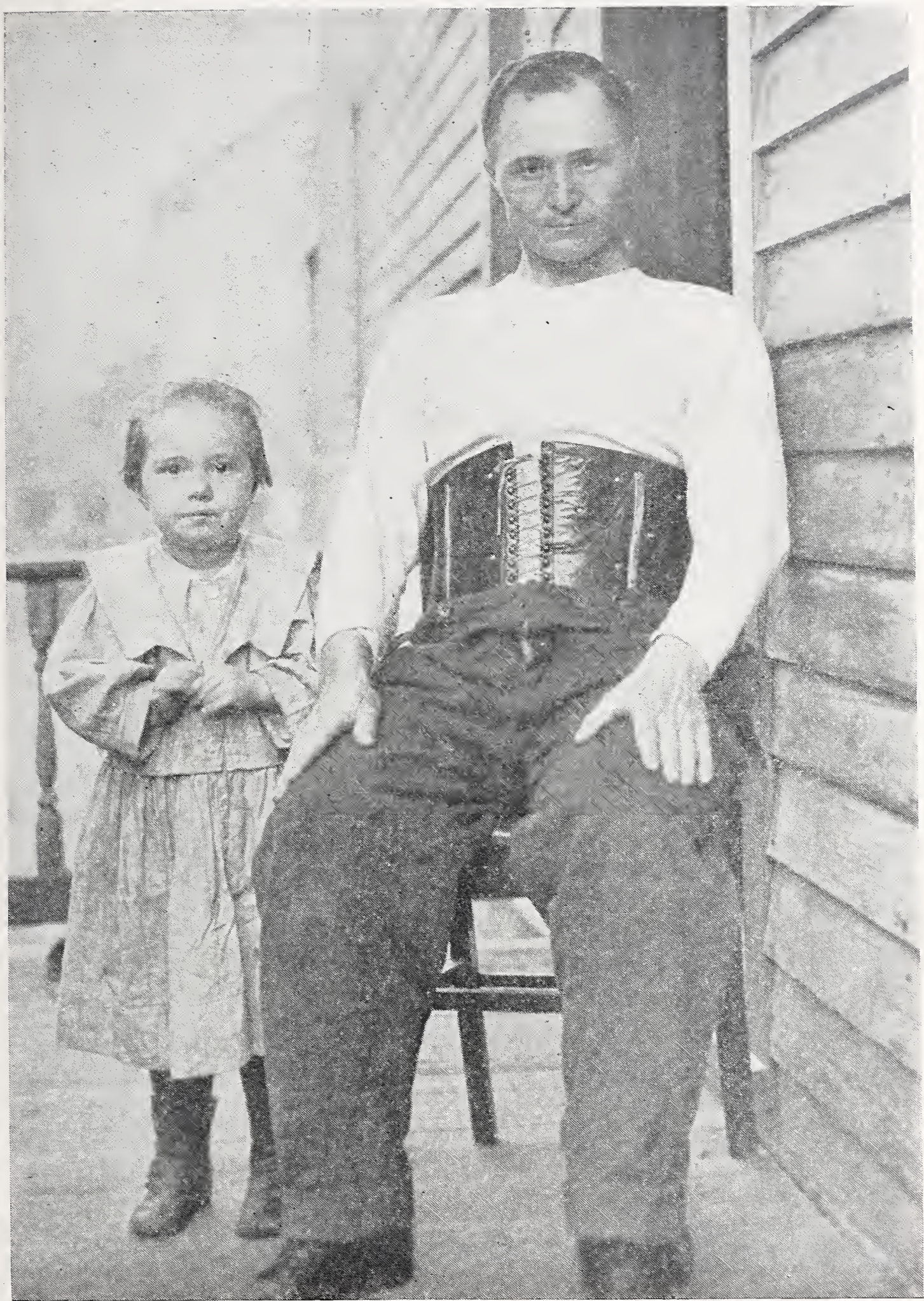
Section 10. If any section or provision of this act be decided by the courts to be unconstitutional or invalid, the same shall not affect the validity of this act as a whole or any part thereof other than the part so decided to be unconstitutional or invalid.

APPROVED—The 18th day of July, A. D. 1919.

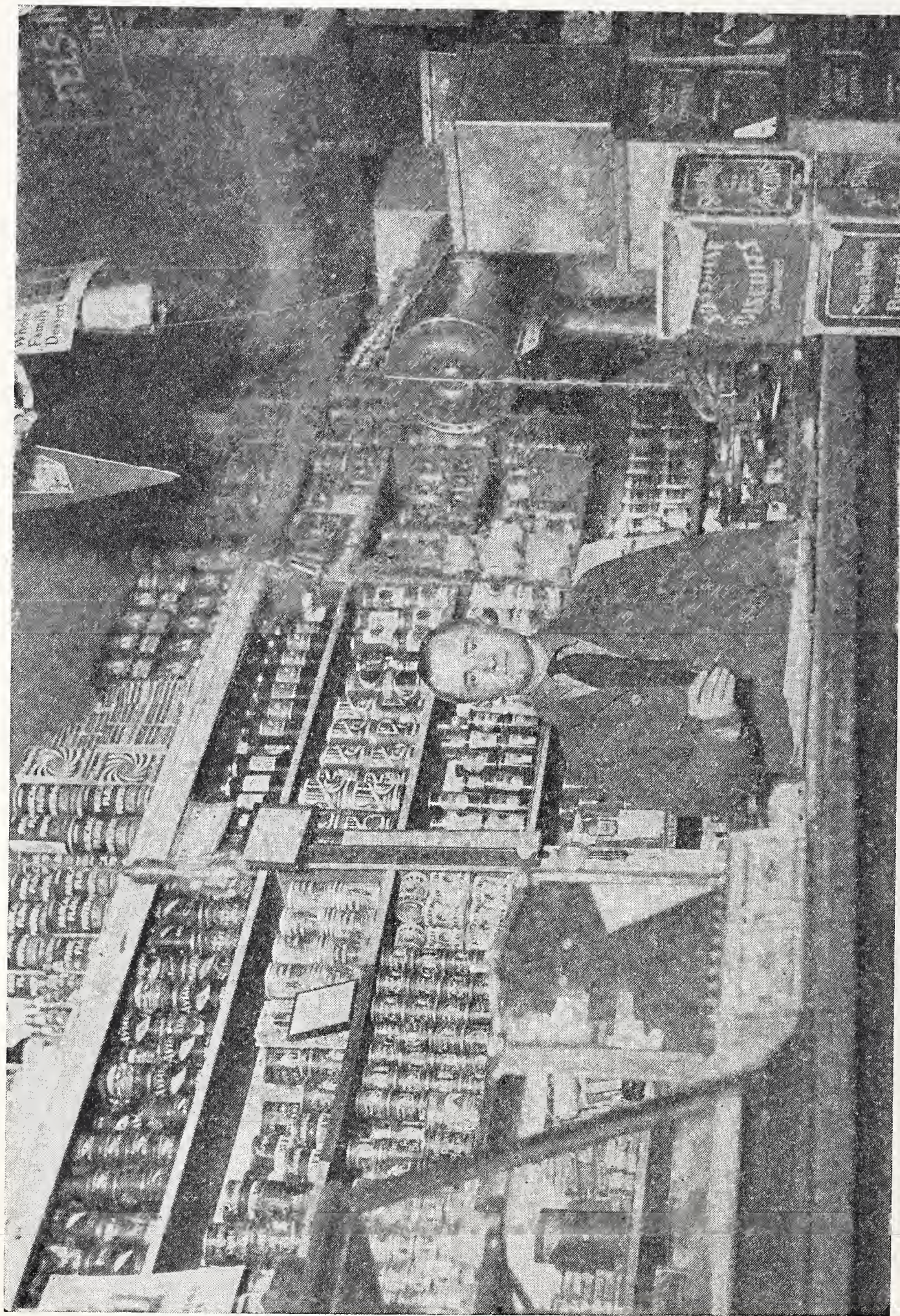
WM. C. SPROUL.

The foregoing is a true and correct copy of the Act of the General Assembly No. 418.

CYRUS E. WOODS,
Secretary of the Commonwealth.



A "broken back" is a physical disability sufficient to discourage the head of any family, comprising a wife and four small children. This man however, is happily standing up under the burden. The Bureau of Rehabilitation made it possible for him to obtain the new specially constructed brace which gives his body the proper support. See following illustration.



The proprietor of this store is the same man shown in the preceding illustration. His injury sustained in industry has not prevented him from becoming a merchant on a small scale. Assistance by the officials of the United Mine Workers and lump sum payment of his compensation award permitted by the Workmen's Compensation Board, established this man in business.



Amputation of both legs above the knees and a mangled left hand produced a handicap of considerable seriousness to the man in the foreground of the above illustration. The Bureau of Rehabilitation entered him in a course of telegraphy which he is now completing under the instruction of the manager of a telegraph company office shown in the background.



Loss of the left arm below the elbow provided this mechanic with the opportunity to convince his employer, with the co-operation of the Bureau of Rehabilitation, that a through course of training in all departments of the establishment in which he is employed would qualify him for a supervisory position in the plant.

Opinions and Communications from the Attorney General of Pennsylvania to the Department of Labor and Industry Concerning the Pennsylvania Rehabilitation Act of July 18, 1919, P. L. 1045.

REFERRING TO SUBSECTION (c) SECTION 1 OF ACT:

Opinion of Nov. 25, 1919, stating that Act applies to persons—who otherwise meet its terms—even though injured before the passage of the act.

Communication of Feb. 17, 1920, defining resident in a specific case and stating that a young man, a resident of Pennsylvania, injured in Pennsylvania, but attending school in another State, is eligible to the benefits of the Rehabilitation Act.

Opinion of Feb. 17, 1920, defining industrial accidents as including accidents occurring in agriculture and also ruling in two specific cases registered with the Bureau of Rehabilitation, as not being eligible to the benefits of the Act because injuries were sustained on way to or from work.

Opinion of June 22, 1920, that a specific case, a young man injured while an inmate of the Pennsylvania Industrial Reformatory, is eligible to the benefits of the Rehabilitation Act.

Opinion of July 12, 1920, that in a specific case the injury being received by applicant while employed as coachman and gardener was not the result of an industrial accident, but a domestic accident and, therefore, ineligible to the benefits of the Rehabilitation Act.

Opinion of Sept. 1, 1920, that a State policeman injured in the line and performance of his duty is not the victim of an industrial accident as set forth in the Rehabilitation Act and, therefore, not eligible to the benefits of that Act.

Opinion of Oct. 6, 1920, that physically handicapped person to be eligible to benefits of Rehabilitation Act must be person to whom the accident actually befell and not a dependent of such person.

Opinion of Nov. 23, 1920, deciding in a specific case that a girl twelve years of age working for her father in the hayfield and sustaining an accident in such work resulting in the amputation of a leg, is eligible to the benefits of the Rehabilitation Act.

REFERRING TO SUBSECTION (d) SECTION 5:

Opinion of April 19, 1920, that Bureau of Rehabilitation cannot expend its appropriation to pay for therapeutic treatment for physically handicapped persons, transportation for such treatment, maintenance during the period thereof, or other like expenses incident thereto.

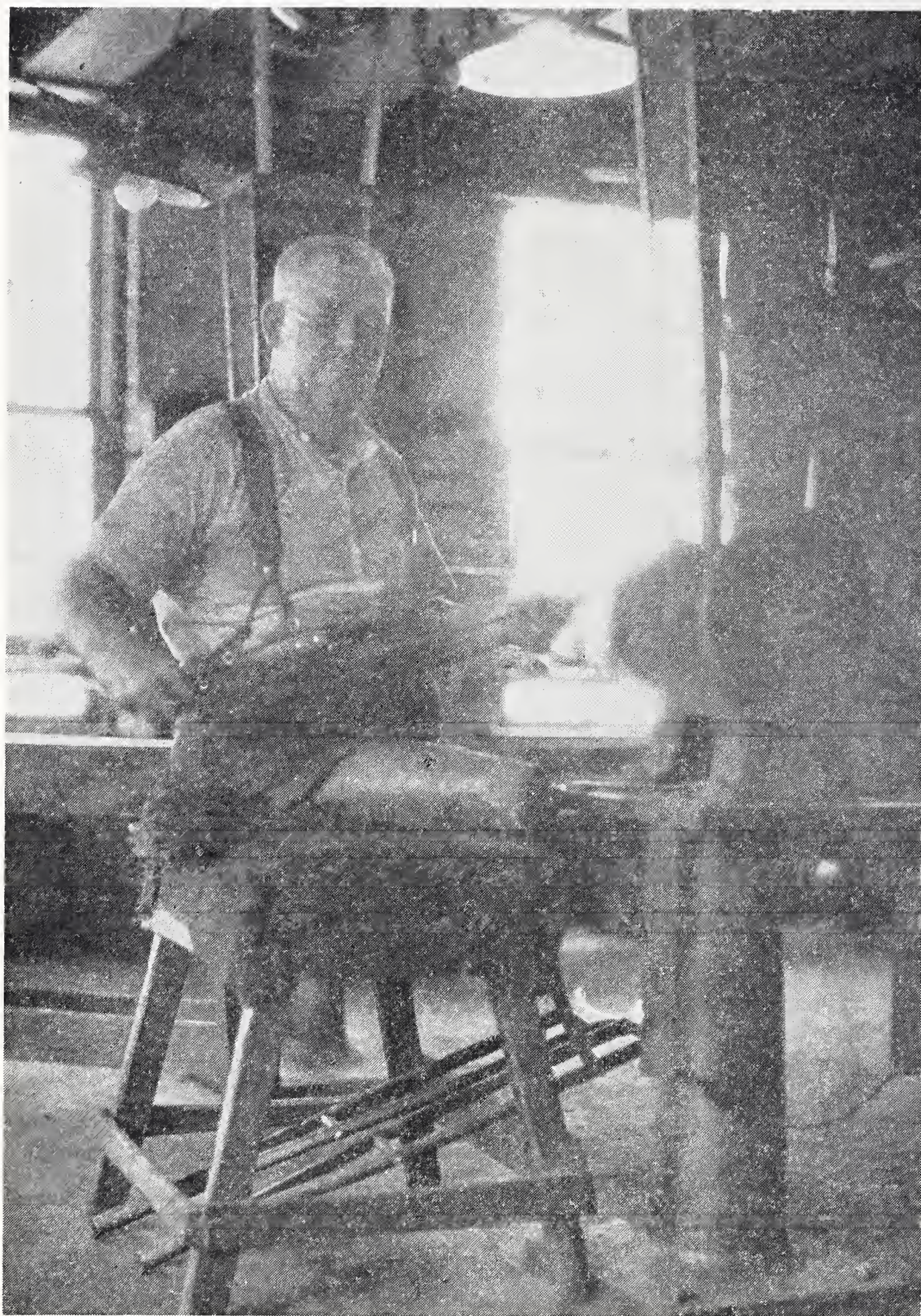
REFERRING TO SUBSECTION (i) SECTION 5:

Opinion of March 3, 1920, defining maintenance costs that may be paid directly from Bureau of Rehabilitation funds; that they include tuition and books; and to whom such payments may be made.

Opinion of June 22, 1920, that extension beyond twenty weeks of period during which maintenance payments for training are made by Bureau of Rehabilitation need not have approval of Governor after his original approval is given in a case. Extension of time period for payments rests with Commissioner of Labor and Industry.



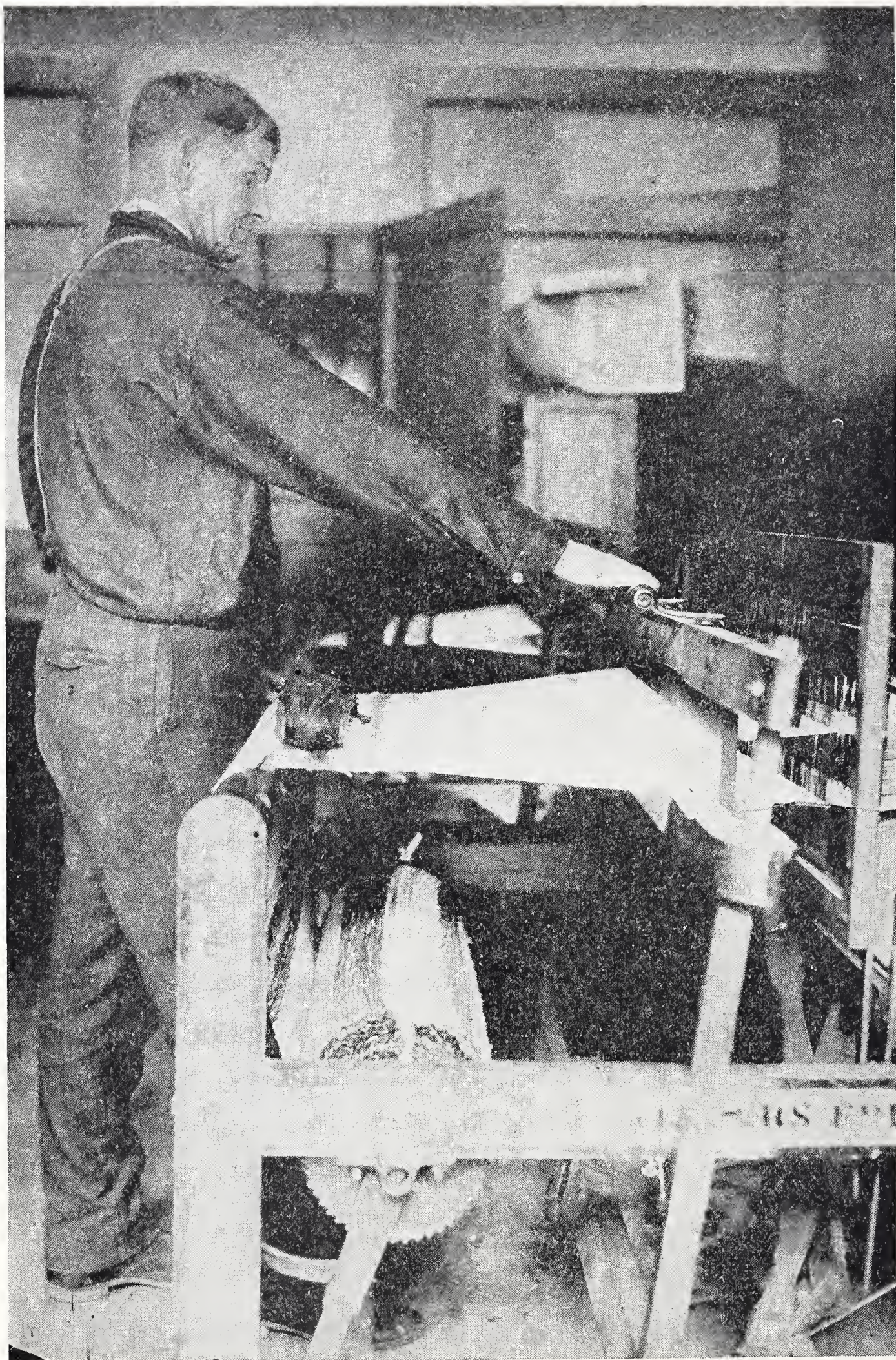
This man was injured in a railroad accident. He presents an excellent example of a man who maintains he is not in any respect physically handicapped. See following illustration.



This man, shown also in the preceding illustration, holds a responsible position with a large carpet manufacturing plant, giving expert attention to the wires necessary for the looms in the carpet manufacturing industry.



Loss of sight, deafness and severe injuries to the left shoulder, sustained by this man in an industrial accident, accentuated the domestic responsibilities pictured above. One daughter is not included in the above illustration. See folk wing illustration.



By lump sum payment permitted by the Workmen's Compensation Board from the compensation award of the accident victim pictured above, and in the preceding illustration, a small home was obtained for him and by co-operation of the Bureau of Rehabilitation with the Pennsylvania Association for the Blind, this man was trained in the weaving of rag carpets which work he can perform on a loom established in his home and which will provide him with some income.

COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF LABOR AND INDUSTRY

BUREAU OF REHABILITATION

ANALYTICAL REPORT

From January 1, 1920 to January 1, 1921.

| RECORD | Total | Sex | | Ne-groes | Illiter-ates | Age Group | | | | | Birth | | | Law | |
|---|-------|-----|----|----------|--------------|-----------|-------|-------|-------|---------|--------|-------|----------|--------|-------|
| | | M. | F. | | | Under 21 | 21-30 | 31-40 | 41-50 | Over 50 | Penna. | U. S. | Fore-ign | Before | After |
| Contact Cases
Number of persons offered services of the Bureau | 1,200 | | | | | | | | | | | | | | |
| Registered Cases
Number of persons registered with Bureau | 730 | 711 | 19 | 20 | 135 | 118 | 203 | 162 | 118 | 129 | 411 | 61 | 258 | 366 | 364 |
| Rehabilitation Cases
Number of persons assisted by Bureau | 310 | 303 | 7 | 6 | 41 | 58 | 99 | 60 | 57 | 36 | 183 | 32 | 95 | 146 | 164 |
| Service Rejected Cases
Number of persons notifying Bureau that services are not needed, or who cannot be located | 160 | 157 | 3 | | | 15 | 30 | 34 | 28 | 27 | | | | 86 | 66 |
| Pending Cases
Number of persons whose cases are not susceptible to rehabilitation | 70 | 69 | 1 | 3 | 7 | 6 | 20 | 10 | 13 | 21 | 41 | 7 | 22 | 38 | 32 |

| RECORD | Loss of Use of Parts | | | | | Other Disability |
|---|----------------------|-----|------|-----|-------|------------------|
| | Hand | Arm | Foot | Leg | Eyes | |
| | | | | | | |
| Contact Cases
Number of persons offered services of Bureau | | | | | 1 2 | |
| Registered Cases
Number of persons registered with Bureau | 236 | 138 | 79 | 208 | 10 31 | 71 |
| Rehabilitation Cases
Number of persons assisted by Bureau | 105 | 73 | 32 | 93 | 3 6 | 15 |
| Service Rejected Cases
Number of persons notifying Bureau that services are not needed, or who cannot be located | 60 | 27 | 35 | 27 | 1 6 | |
| Pending Cases
Number of persons whose cases are not susceptible to rehabilitation | 18 | 5 | 8 | 18 | 1 3 | 21 |

| | Years in School | Age Group | | | | | In U. S. | In Foreign Countries | Laborer | Skilled or Semi-Skilled |
|---|-----------------|-----------|-------|-------|-------|---------|----------|----------------------|---------|-------------------------|
| | | Under 21 | 21-30 | 31-40 | 41-50 | Over 50 | | | | |
| School and occupational history of persons registered with Bureau | 76 | ----- | 9 | 19 | 31 | 17 | 14 | 62 | 49 | 27 |
| | 11 | ----- | 2 | 4 | 1 | 4 | 4 | 7 | 9 | 2 |
| | 26 | ----- | 4 | 9 | 4 | 8 | 13 | 13 | 10 | 16 |
| | 45 | 1 | 15 | 8 | 7 | 10 | 25 | 20 | 25 | 20 |
| | 44 | 5 | 11 | 15 | 11 | 6 | 25 | 19 | 20 | 24 |
| | 68 | 1 | 19 | 17 | 10 | 12 | 50 | 18 | 37 | 31 |
| | 94 | 10 | 25 | 21 | 20 | 14 | 67 | 27 | 42 | 52 |
| | 88 | 14 | 31 | 16 | 8 | 15 | 73 | 15 | 32 | 56 |
| | 106 | 18 | 38 | 17 | 11 | 14 | 89 | 17 | 31 | 75 |
| | 61 | 26 | 18 | 12 | 5 | 5 | 50 | 11 | 22 | 39 |
| | 62 | 21 | 18 | 12 | 8 | 10 | 54 | 8 | 19 | 43 |
| | 49 | 14 | 17 | 6 | 8 | 10 | 45 | 4 | 9 | 40 |
| | 18 | 18 | 17 | 6 | 8 | 10 | 45 | 4 | 9 | 40 |
| Totals | 730 | 118 | 207 | 156 | 124 | 125 | 569 | 221 | 305 | 425 |

Number of Persons in Each County to Whom Services of Bureau Have Been
Offered.

| | | | | | |
|-------------------|-----|-------------------|----|-----------------------|-------|
| Adams, ----- | 1 | Elk, ----- | 5 | Montour, ----- | 2 |
| Allegheny, ----- | 169 | Erie, ----- | 29 | Northampton, ----- | 24 |
| Armstrong, ----- | 4 | Fayette, ----- | 32 | Northumberland, ----- | 41 |
| Beaver, ----- | 20 | Forest, ----- | 1 | Perry, ----- | 4 |
| Bedford, ----- | 1 | Franklin, ----- | 5 | Philadelphia, ----- | 197 |
| Berks, ----- | 10 | Fulton, ----- | 0 | Pike, ----- | 0 |
| Blair, ----- | 27 | Greene, ----- | 7 | Potter, ----- | 4 |
| Bradford, ----- | 2 | Huntingdon, ----- | 5 | Schuylkill, ----- | 56 |
| Bucks, ----- | 5 | Indiana, ----- | 19 | Snyder, ----- | 4 |
| Butler, ----- | 9 | Jefferson, ----- | 16 | Somerset, ----- | 14 |
| Cambria, ----- | 57 | Juniata, ----- | 2 | Sullivan, ----- | 1 |
| Cameron, ----- | 2 | Lackawanna, ----- | 52 | Susquehanna, ----- | 3 |
| Carbon, ----- | 6 | Lancaster, ----- | 12 | Tioga, ----- | 0 |
| Centre, ----- | 7 | Lawrence, ----- | 6 | Union, ----- | 2 |
| Chester, ----- | 11 | Lebanon, ----- | 5 | Venango, ----- | 5 |
| Clarion, ----- | 3 | Lehigh, ----- | 11 | Warren, ----- | 2 |
| Clearfield, ----- | 11 | Luzerne, ----- | 77 | Washington, ----- | 35 |
| Clinton, ----- | 6 | Lycoming, ----- | 3 | Wayne, ----- | 0 |
| Columbia, ----- | 9 | McKean, ----- | 1 | Westmoreland, ----- | 51 |
| Crawford, ----- | 5 | Mercer, ----- | 9 | Wyoming, ----- | 0 |
| Cumberland, ----- | 5 | Mifflin, ----- | 4 | York, ----- | 13 |
| Dauphin, ----- | 31 | Monroe, ----- | 1 | | |
| Delaware, ----- | 25 | Montgomery, ----- | 14 | Total, ----- | 1,200 |

| Registered cases assigned to districts. | Altoona | DuBois | Harrisburg | Philadelphia | Pittsburgh | Pottsville | Wilkes-Barre |
|---|---------|--------|------------|--------------|------------|------------|--------------|
| Total, ----- 730 | 69 | 58 | 60 | 134 | 192 | 86 | 111 |



Jewelry manufacture is the course of training being provided by the Bureau of Rehabilitation for the above young man who lost a leg in an industrial accident.

Commonwealth of Pennsylvania

THE BULLETIN

OF THE

Department of Labor and Industry

CLIFFORD B. CONNELLEY
Commissioner



VOLUME VIII

SERIES OF 1921

NO. 3

HARRISBURG, PENNA.
J. L. L. KUHN, PRINTER TO THE COMMONWEALTH
1921

DEPARTMENT OF LABOR AND INDUSTRY

CLIFFORD B. CONNELLEY, Commissioner

W. A. Riddle, Chief Clerk.

INDUSTRIAL BOARD

Commissioner, Clifford B. Connelley, Chairman.

Members: Otto T. Mallery, Philadelphia.

Mrs. Samuel Semple, Titusville.

James C. Cronin, Philadelphia.

Dr. A. L. Garver, Roaring Spring (Deceased).

Secretary, Fred J. Hartman, Harrisburg.

WORKMEN'S COMPENSATION BOARD

Harry A. Mackey, Chairman, Philadelphia.

Paul W. Houck, Shenandoah.

Benjamin Jarrett, Farrell.

Clifford B. Connelley, Commissioner.

Attorney-General, George E. Alter, Counsel Ex-Officio.

Lee Solomon, Secretary.

Counsel, Francis H. Bohlen, Philadelphia.

BUREAU OF INSPECTION

John H. Walker, Chief.

Supervising Inspectors

Francis Feehan, Pittsburgh.

J. J. Coffey, Philadelphia.

A. S. Keller, Lancaster.

George M. Dunlap, Williamsport.

A. W. McCoy, Meadville.

S. G. Fitch, Scranton.

Division of Hygiene and Engineering

Francis D. Patterson, M. D., Chief.

John S. Spicer, Chemical Engineer.

Elizabeth B. Bricker, M. D.

BUREAU OF MEDIATION AND ARBITRATION

William J. Tracy, Chief.

BUREAU OF EMPLOYMENT

Robert J. Peters, Director.

Jacob Lightner, Chief of Division of Licensed Agents.

BUREAU OF WORKMEN'S COMPENSATION

W. H. Horner, Director.

Wm. C. Fisher, Actuary.

BUREAU OF REHABILITATION

S. S. Riddle, Chief.

BUREAU OF MEDIATION AND ARBITRATION

DEPARTMENT OF LABOR AND INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

ANNUAL REPORT—1920

During 1920, 555 strikes, involving a loss of \$14,514,195, in wages alone, were reported to the Bureau of Mediation and Arbitration. This number of strikes is the largest for any single year in the history of the Commonwealth. The loss in wages is but an index to the loss suffered by the industries involved and by the families of the strikers. The loss in wages does not include the salaries lost by men employed by the various railroads in the State who walked out in April 1920.

More than 100 additional strikes were averted through the efforts of the Mediators in the Bureau of Mediation and Arbitration.

Nearly one-half of all the strikes in Pennsylvania, namely, 275, occurred in Philadelphia. The loss in wages alone in that City amounted to \$4,877,281.

The Bureau of Mediation and Arbitration endeavored to settle 436 of the 555 strikes reported. Of the total number of strikes recorded in 1920, 425 were officially called off by the unions, and 80 were ended without this action. Fifty strikes were pending on January 1, 1921.

The increase in the number of strikes in Pennsylvania is indicated by the following table which shows the number of industrial conflicts in this State from 1916 to 1920, inclusive:

| Year. | Number of strikes reported. | Number settled. | No. in which mediators were active. | Man days lost. | Wages lost. |
|-------------|-----------------------------|-----------------|-------------------------------------|----------------|-------------|
| 1916, ----- | 316 | 298 | 200 | 3,574,860 | \$7,814,298 |
| 1917, ----- | 498 | 410 | 259 | 1,431,328 | 4,094,769 |
| 1918, ----- | 317 | 289 | 162 | 507,937 | 2,212,304 |
| 1919, ----- | 484 | 472 | 233 | 4,665,118 | 13,943,502 |
| 1920, ----- | 555 | 505 | 436 | 3,128,291 | 14,514,195 |

This statement, in addition to showing the number of strikes in Pennsylvania, reveals the efforts made by the Bureau of Mediation and Arbitration to end all industrial strikes. The number of strikes in 1920, in which agents of the Bureau acted, is almost twice as large as the number in any previous year.

The most important achievement of the Bureau of Mediation and Arbitration in 1920, was the settlement of the railroad walkout or "vacation" in April. Efforts to handle the situation and to adjust the difficulties involved were made by Mediators of the United States Department of Labor, as well as by agents of the labor departments in other states affected by the strike, including the territory extending from Washington, D. C., to Boston, Massachusetts, as well as several railroads running west of Pittsburgh.

As a result of the effort of the Bureau of Mediation and Arbitration many employers and employes agreed to submit their difficulties to arbitration and in many of these cases the Mediators of the Bureau acted as chairmen or as members of the adjustment boards.

The statistics appended to this report give the strikes by industries and show that the textile trades led with 139 strikes and that the metal trades held second place with 88 strikes. According to industries, the strikes in Pennsylvania in 1920 were as follows:

| Industry. | Total
Number | Man days
lost. | Wages lost. |
|-----------------------|-----------------|-------------------|--------------|
| Building, ----- | 72 | 274,751 | \$1,484,783 |
| Chemicals, ----- | 4 | 1,508 | 7,368 |
| Clay, ----- | 12 | 8,760 | 37,853 |
| Clothing, ----- | 49 | 183,118 | 1,055,644 |
| Food, ----- | 7 | 4,881 | 33,509 |
| Leather, ----- | 14 | 5,154 | 29,827 |
| Liquors, ----- | 13 | 11,113 | 52,888 |
| Lumber, ----- | 5 | 38,383 | 205,563 |
| Paper, ----- | 13 | 4,173 | 27,986 |
| Textiles, ----- | 139 | 338,225 | 1,789,013 |
| Laundries, ----- | 1 | 1,470 | 5,000 |
| Metals, ----- | 88 | 912,366 | 4,753,033 |
| Mines, ----- | 44 | 1,121,607 | 3,907,249 |
| Public service, ----- | 33 | 143,030 | 857,345 |
| Tobacco, ----- | 6 | 4,492 | 22,828 |
| Miscellaneous, ----- | 50 | 74,723 | 242,766 |
| Hotels, ----- | 4 | 351 | 709 |
| Schools, ----- | 1 | 208 | 832 |
| Total, ----- | 555 | 3,128,291 | \$14,514,195 |

The causes of the strikes in Pennsylvania in 1920 are classified as follows:

| | |
|---|-----|
| Wages, ----- | 259 |
| Hours, ----- | 9 |
| Union, ----- | 51 |
| Conditions, ----- | 29 |
| Wages and hours, ----- | 61 |
| Wages and union, ----- | 19 |
| Wages and conditions, ----- | 39 |
| Union and conditions, ----- | 6 |
| Hours and union, ----- | 58 |
| Hours, union and conditions, ----- | 1 |
| Wages, union and conditions, ----- | 4 |
| Wages, hours, union and conditions, ----- | 19 |

The number of employes affected by the strikes in 1920 totaled 88,988, divided as follows:—81,947 males and 7,041 females. The experience of the Bureau of Mediation and Arbitration during 1920 proves the following principles and facts:

The public has long realized that it suffers most in an industrial fight which is not soon stopped and, therefore, the public demands that the constituted authorities of the State in times of industrial disputes and disorder, quickly restore industrial peace and harmony. While the Mediators of the Bureau of Mediation and Arbitration may not now win the immediate approval of either party to an industrial dispute, they do receive at once the emphatic approval of the general public.

In the tables included in this report there is a complete and comprehensive statement of the number of strikes in 1920 in Pennsylvania, listed according to counties, and stating the number of days lost and the estimated amount of wages lost.

Respectfully submitted,

WM. J. TRACY.

Chief of the Bureau.



ANNUAL REPORT FOR 1920,
BUREAU OF MEDIATION AND ARBITRATION,
DEPARTMENT OF LABOR AND INDUSTRY.



1920

ANNUAL REPORT FOR 1920.

BUREAU OF MEDIATION AND ARBITRATION

DEPARTMENT OF LABOR AND INDUSTRY

EXPLANATION.

Total Number—Total number of strikes reported during the year of 1920.
Bureau Active—Total number of strikes in which Bureau was represented.
Pending—Total number of strikes which were started but not closed to January 1st, 1921.
Causes—Various conditions which caused strikes to occur.
Males—Number of men involved in all strikes.
Females—Number of women involved in all strikes.
Days Idle—Number of days lost in all strikes.
Man Days Lost—Number of man days lost in all strikes.
Wages Lost—Amount of money lost in wages in all strikes.

SYNOPSIS.

| | | |
|---|-----|-----|
| Total number of strikes reported to Bureau: | | |
| Bureau active, ----- | 436 | |
| Bureau not active, ----- | 119 | |
| | | 555 |
| Total number of strikes closed: | | |
| Officially called off by union, ----- | 425 | |
| Not officially called off by union, ----- | 80 | |
| | | 505 |
| Pending on January 1st, 1921, ----- | | 50 |

| Industry. | Total number. | Bureau active. | Pending. | Causes of Strikes. | | | | | | | | | | | | | Males. | Females. | Days idle. | Mean days lost. | Wages lost. | | | |
|-----------------------|---------------|----------------|----------|--------------------|--------|--------|-------------|------------------|----------------------|------------------|------------------|----------------------|----------------------|----------------------|----------------------|--------------------------|--------|----------|------------|-----------------|-------------|--------------------------|--------------------------|-------------------------|
| | | | | Wages. | Hours. | Union. | Conditions. | Wages and hours. | | | Wages and union. | Wages and condition. | Hours and condition. | Union and condition. | Wages, hours, union. | Wages, hours, condition. | | | | | | Hours, union, condition. | Wages, union, condition. | Wages, Hrs., Un., Cond. |
| | | | | | | | | Wages and hours. | Wages and condition. | Hours and union. | | | | | | | | | | | | | | |
| Building, ----- | 72 | 61 | 1 | 35 | --- | 14 | 1 | 7 | 8 | 2 | --- | --- | --- | --- | 3 | --- | --- | 2 | 15,997 | --- | 1,577 | 274,751 | \$1,484,783 | |
| Chemicals, ----- | 4 | 2 | --- | 3 | --- | --- | --- | --- | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | 241 | --- | 26 | 1,506 | 7,367 | |
| Clay, ----- | 12 | 10 | 5 | 1 | --- | --- | --- | 9 | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | 896 | 800 | 812 | 8,760 | 37,853 | |
| Clothing, ----- | 49 | 47 | --- | 5 | 1 | 1 | 1 | 2 | 2 | --- | --- | --- | --- | --- | 31 | --- | 1 | 3 | 1,829 | 501 | 1,310 | 183,118 | 1,055,644 | |
| Food, ----- | 7 | 5 | --- | 2 | --- | 1 | --- | 3 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 420 | 27 | 88 | 4,881 | 33,509 | |
| Leather, ----- | 14 | 13 | --- | 3 | --- | --- | --- | --- | --- | 6 | --- | --- | --- | --- | --- | --- | --- | --- | 258 | 17 | 176 | 5,154 | 29,827 | |
| Liquors, ----- | 13 | 9 | --- | 5 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 663 | --- | 188 | 11,113 | 52,888 | |
| Lumber, ----- | 5 | 4 | --- | 4 | --- | --- | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 1,412 | 25 | 700 | 38,383 | 205,563 | |
| Paper, ----- | 13 | 13 | 11 | 1 | --- | --- | 1 | --- | --- | 11 | --- | --- | --- | --- | --- | --- | --- | --- | 191 | --- | 85 | 4,173 | 27,986 | |
| Textiles, ----- | 139 | 131 | 9 | 85 | 3 | 10 | 5 | 4 | 3 | 1 | --- | --- | --- | --- | 24 | --- | 1 | 2 | 4,646 | 4,091 | 10,058 | 338,225 | 1,789,013 | |
| Laundries, ----- | 1 | 1 | --- | --- | --- | --- | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 9 | 26 | 42 | 1,470 | 5,000 | |
| Metals, ----- | 88 | 60 | 4 | 40 | 2 | 13 | 7 | 12 | 4 | 5 | --- | --- | --- | --- | --- | --- | --- | --- | 15,265 | 150 | 3,240 | 912,366 | 4,753,033 | |
| Mines, ----- | 44 | 2 | --- | 37 | --- | 1 | 4 | --- | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | 30,842 | --- | 619 | 1,121,607 | 3,907,249 | |
| Public service, ----- | 33 | 26 | 3 | 22 | --- | --- | 4 | 2 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 7,313 | 41 | 418 | 143,030 | 857,345 | |
| Tobacco, ----- | 6 | 4 | --- | 5 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 87 | 853 | 31 | 4,492 | 22,828 | |
| Miscellaneous, ----- | 50 | 47 | 13 | 10 | --- | 10 | 1 | 11 | --- | 14 | --- | --- | --- | --- | --- | --- | --- | --- | 1,855 | 453 | 1,738 | 74,723 | 242,766 | |
| Hotels, ----- | 4 | 1 | --- | --- | --- | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 20 | 9 | 48 | 331 | 709 | |
| Schools, ----- | 1 | --- | --- | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | 3 | 48 | 4 | 208 | 832 | |
| Total, ----- | 555 | 436 | 50 | 259 | 9 | 51 | 29 | 61 | 19 | 39 | --- | --- | --- | --- | 58 | --- | --- | --- | 81,947 | 7,041 | 21,160 | 3,128,291 | \$14,514,195 | |

| Industry. | Allegheny County. | | | | | | | Beaver County. | | | | | | | | |
|-----------------|-------------------|----------------|----------|--------|----------|------------|----------------|----------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | 5 | 4 | — | 2,485 | — | 89 | 43,050 | 305,755 | — | — | — | — | — | — | — | — |
| Chemicals, | — | — | — | — | — | — | — | — | 1 | 1 | — | 100 | — | 1 | 150 | \$175 |
| Clay, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Clothing, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Food, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Leather, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Liquors, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Lumber, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Paper, | 1 | 1 | — | 64 | 25 | 9 | 801 | 7,344 | — | — | — | — | — | — | — | — |
| Textiles, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Laundries, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Metals, | 3 | 2 | — | 61 | — | 66 | 1,194 | 8,373 | — | — | — | — | — | — | — | — |
| Mines, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Public service, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Tobacco, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Miscellaneous, | 4 | 4 | — | 23 | — | 208 | 1,160 | 6,876 | — | — | — | — | — | — | — | — |
| Hotels, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Schools, | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Total, | 13 | 11 | — | 2,633 | 25 | 372 | 46,205 | \$328,348 | 1 | 1 | — | 100 | — | 1 | 150 | \$175 |

| Industry. | Berks County. | | | | | | | | Blair County. | | | | | | | |
|-----------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building. | 1 | | | 21 | | 9 | 189 | \$567 | 2 | 1 | | 125 | | 9 | 750 | \$4,325 |
| Chemicals, | | | | | | | | | | | | | | | | |
| Clay, | | | | | | | | | | | | | | | | |
| Clothing, | | | | | | | | | | | | | | | | |
| Food, | | | | | | | | | | | | | | | | |
| Leather, | | | | | | | | | | | | | | | | |
| Liquors, | | | | | | | | | | | | | | | | |
| Lumber, | | | | | | | | | | | | | | | | |
| Paper, | | | | | | | | | | | | | | | | |
| Textiles, | 2 | 1 | | 42 | 12 | 153 | 4,050 | 25,020 | | | | | | | | |
| Laundries, | | | | | | | | | | | | | | | | |
| Metals, | 5 | 3 | | 4,369 | | 350 | 461,743 | 2,316,520 | | | | | | | | |
| Mines, | | | | | | | | | | | | | | | | |
| Public service, | 1 | | | 15 | | 21 | 315 | 945 | | | | | | | | |
| Tobacco, | | | | | | | | | | | | | | | | |
| Miscellaneous, | | | | | | | | | | | | | | | | |
| Hotels, | | | | | | | | | | | | | | | | |
| Schools, | | | | | | | | | | | | | | | | |
| Total, | 9 | 4 | | 4,447 | 12 | 533 | 466,297 | \$2,343,052 | 2 | 1 | | 125 | | 9 | 750 | \$4,325 |

| Industry. | Cambria County. | | | | | | | Carbon County. | | | | | | | | |
|-----------------|-----------------|----------------|----------|--------|----------|------------|----------------|----------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | 1 | | | 103 | | 5 | 4,120 | \$4,377 | | | | | | | | |
| Chemicals, | | | | | | | | | | | | | | | | |
| Clay, | | | | | | | | | | | | | | | | |
| Clothing, | | | | | | | | | | | | | | | | |
| Food, | | | | | | | | | | | | | | | | |
| Leather, | | | | | | | | | | | | | | | | |
| Liquors, | | | | | | | | | | | | | | | | |
| Lumber, | | | | | | | | | | | | | | | | |
| Paper, | | | | | | | | | | | | | | | | |
| Textiles, | | | | | | | | | | | | | | | | |
| Laundries, | | | | | | | | | | | | | | | | |
| Metals, | 2 | | | 438 | | 9 | 1,821 | 10,927 | 2 | 1 | | 325 | | 103 | 23,600 | \$140,547 |
| Mines, | | | | | | | | | | | | | | | | |
| Public service, | | | | | | | | | | | | | | | | |
| Tobacco, | | | | | | | | | | | | | | | | |
| Miscellaneous, | | | | | | | | | | | | | | | | |
| Hotels, | | | | | | | | | | | | | | | | |
| Schools, | | | | | | | | | | | | | | | | |
| Total, | 3 | | | 541 | | 14 | 5,941 | \$15,304 | 2 | 1 | | 325 | | 103 | 23,600 | \$140,547 |

| Industry. | Chester County. | | | | | | | | Clearfield County. | | | | | | | |
|-----------------|-----------------|----------------|----------|--------|----------|------------|----------------|-------------|--------------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | | | | | | | | | | | | | | | | |
| Chemicals, | | | | | | | | | | | | | | | | |
| Clay, | | | | | | | | | | | | | | | | |
| Clothing, | | | | | | | | | | | | | | | | |
| Food, | | | | | | | | | | | | | | | | |
| Leather, | | | | | | | | | | | | | | | | |
| Liquors, | | | | | | | | | | | | | | | | |
| Lumber, | | | | | | | | | | | | | | | | |
| Paper, | | | | | | | | | | | | | | | | |
| Textiles, | | | | | | | | | | | | | | | | |
| Laundries, | | | | | | | | | | | | | | | | |
| Metals, | 1 | 1 | | 16 | | 2 | 40 | \$480 | 1 | 1 | | 16 | | 9 | 144 | \$830 |
| Mines, | | | | | | | | | | | | | | | | |
| Public service, | | | | | | | | | | | | | | | | |
| Tobacco, | | | | | | | | | | | | | | | | |
| Miscellaneous, | | | | | | | | | | | | | | | | |
| Hotels, | | | | | | | | | | | | | | | | |
| Schools, | | | | | | | | | | | | | | | | |
| Total, | 1 | 1 | | 16 | | 2 | 40 | \$480 | 1 | 1 | | 16 | | 9 | 144 | \$830 |

| Industry. | Crawford County. | | | | | | | | Cumberland County. | | | | | | | |
|-----------------------|------------------|----------------|----------|--------|----------|------------|----------------|---------------|--------------------|----------|--------|----------|------------|----------------|-------------|--|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Total number. | Total number. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | |
| Building, ----- | 1 | | | 103 | | 6 | 618 | \$3,000 | | | | | | | | |
| Chemicals, ----- | | | | | | | | | | | | | | | | |
| Clay, ----- | | | | | | | | | | | | | | | | |
| Clothing, ----- | | | | | | | | | | | | | | | | |
| Food, ----- | | | | | | | | | | | | | | | | |
| Leather, ----- | | | | | | | | | | | | | | | | |
| Liquors, ----- | | | | | | | | | | | | | | | | |
| Lumber, ----- | | | | | | | | | | | | | | | | |
| Paper, ----- | | | | | | | | | | | | | | | | |
| Textiles, ----- | | | | | | | | | | | | | | | | |
| Laundries, ----- | | | | | | | | | | | | | | | | |
| Metals, ----- | | | | | | | | | | | | | | | | |
| Mines, ----- | | | | | | | | | | | | | | | | |
| Public service, ----- | 2 | 1 | | 32 | 15 | 5 | 92 | 975 | | | | | | | | |
| Tobacco, ----- | | | | | | | | | | | | | | | | |
| Miscellaneous, ----- | | | | | | | | | | | | | | | | |
| Hotels, ----- | | | | | | | | | | | | | | | | |
| Schools, ----- | | | | | | | | | | | | | | | | |
| Total, ----- | 3 | 1 | | 135 | 15 | 11 | 710 | \$3,975 | | | 1 | | 21 | 252 | \$1,008 | |

| Industry. | Dauphin County. | | | | | | | Delaware County. | | | | | | | | |
|-----------------|-----------------|----------------|----------|--------|----------|------------|----------------|------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | | | | | | | | | | | | | | | | |
| Chemicals, | | | | | | | | | | | | | | | | |
| Clay, | | | | | | | | | | | | | | | | |
| Clothing, | | | | | | | | | | | | | | | | |
| Food, | | | | | | | | | | | | | | | | |
| Leather, | | | | | | | | | | | | | | | | |
| Liquors, | | | | | | | | | | | | | | | | |
| Lumber, | | | | | | | | | | | | | | | | |
| Paper, | | | | | | | | | | | | | | | | |
| Textiles, | | | | | | | | | | | | | | | | |
| Laundries, | | | | | | | | | | | | | | | | |
| Metals, | 2 | 1 | 1 | 123 | | 175 | 12,720 | \$50,053 | 4 | | | 811 | | 76 | 16,549 | \$98,249 |
| Mines, | | | | | | | | | | | | | | | | |
| Public service, | | | | | | | | | | | | | | | | |
| Tobacco, | | | | | | | | | | 1 | | 500 | | 2 | 1,000 | 8,000 |
| Miscellaneous, | | | | | | | | | | | | | | | | |
| Hotels, | | | | | | | | | | | | | | | | |
| Schools, | | | | | | | | | | | | | | | | |
| Total, | 2 | 1 | 1 | 123 | | 175 | 12,720 | \$50,053 | 5 | 1 | | 1,311 | | 78 | 17,549 | \$106,249 |

| Industry. | Erie County. | | | | | | | | Franklin County. | | | | | | | |
|-----------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|------------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | 1 | | | 75 | | 28 | 2,100 | \$15,000 | 1 | | | 12 | | 7 | 84 | \$604 |
| Chemicals, | | | | | | | | | | | | | | | | |
| Clay, | | | | | | | | | | | | | | | | |
| Clothing, | | | | | | | | | | | | | | | | |
| Food, | | | | | | | | | | | | | | | | |
| Leather, | | | | | | | | | | | | | | | | |
| Liquors, | | | | | | | | | | | | | | | | |
| Lumber, | | | | | | | | | | | | | | | | |
| Paper, | | | | | | | | | | | | | | | | |
| Textiles, | | | | | | | | | | | | | | | | |
| Laundries, | 6 | 2 | | 574 | | 175 | 13,568 | 85,524 | 3 | 3 | 1 | 67 | | 196 | 5,488 | 32,928 |
| Metals, | | | | | | | | | | | | | | | | |
| Mines, | | | | | | | | | | | | | | | | |
| Public service, | | | | | | | | | | | | | | | | |
| Tobacco, | | | | | | | | | | | | | | | | |
| Miscellaneous, | | | | | | | | | | | | | | | | |
| Hotels, | | | | | | | | | | | | | | | | |
| Schools, | | | | | | | | | | | | | | | | |
| Total, | 7 | 2 | | 649 | | 203 | 15,668 | \$100,524 | 4 | 3 | 1 | 79 | | 203 | 5,572 | \$33,532 |

| Industry. | Huntingdon County. | | | | | | | | Indiana County. | | | | | | | |
|-----------------------|--------------------|----------------|----------|--------|----------|------------|----------------|-------------|-----------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Chemicals, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Clay, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Clothing, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Food, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Leather, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Liquors, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Lumber, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Paper, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Textiles, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Laundries, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Metals, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Mines, ----- | 1 | ----- | ----- | 2,500 | ----- | 34 | 85,000 | \$400,000 | 1 | ----- | ----- | 22 | ----- | 35 | 770 | \$5,000 |
| Public service, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Tobacco, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Miscellaneous, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Hotels, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Schools, ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| Total, ----- | 1 | ----- | ----- | 2,500 | ----- | 34 | 85,000 | \$400,000 | 1 | ----- | ----- | 22 | ----- | 35 | 770 | \$5,000 |

| Industry. | Jefferson County. | | | | | | | Lackawanna County. | | | | | | | | |
|-----------------|-------------------|----------------|----------|--------|----------|------------|----------------|--------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | --- | --- | --- | --- | --- | --- | --- | --- | 11 | 10 | 1 | 1,083 | --- | 299 | 22,433 | \$188,299 |
| Chemicals, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clay, | --- | --- | --- | --- | --- | --- | --- | --- | 3 | 3 | --- | 76 | 110 | 59 | 3,518 | 13,640 |
| Clothing, | --- | --- | --- | --- | --- | --- | --- | --- | 4 | 3 | --- | 78 | --- | 41 | 741 | 3,109 |
| Food, | --- | --- | --- | --- | --- | --- | --- | --- | 3 | 5 | --- | 28 | --- | 15 | 84 | 511 |
| Leather, | --- | --- | --- | --- | --- | --- | --- | --- | 4 | 4 | --- | 299 | --- | 24 | 1,794 | 9,962 |
| Liquors, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Lumber, | --- | --- | --- | --- | --- | --- | --- | --- | 1 | 1 | --- | 84 | --- | 6 | 504 | 3,538 |
| Paper, | --- | --- | --- | --- | 60 | 6 | 360 | \$800 | --- | --- | --- | --- | --- | --- | --- | --- |
| Textiles, | 1 | 1 | --- | --- | --- | --- | --- | --- | 1 | 1 | --- | 9 | 26 | 42 | 1,470 | 5,000 |
| Laundries, | --- | --- | --- | --- | --- | --- | --- | --- | 14 | 9 | --- | 2,907 | --- | 533 | 235,822 | 1,014,926 |
| Metals, | --- | --- | --- | --- | --- | --- | --- | --- | 2 | 1 | --- | 1,663 | --- | 25 | 19,871 | 103,000 |
| Mines, | --- | --- | --- | --- | 26 | 10 | 260 | 500 | 4 | 2 | --- | 1,635 | --- | 97 | 14,471 | 104,931 |
| Public service, | 1 | 1 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Tobacco, | --- | --- | --- | --- | --- | --- | --- | --- | 2 | 2 | --- | 434 | 330 | 33 | 25,624 | 53,090 |
| Miscellaneous, | 1 | --- | --- | 130 | --- | 1 | 130 | 400 | --- | --- | --- | --- | --- | --- | --- | --- |
| Hotels, | --- | --- | --- | --- | --- | --- | --- | --- | 1 | --- | --- | 3 | 48 | 4 | 208 | 832 |
| Schools, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Total, | 3 | 2 | --- | 130 | 86 | 17 | 750 | \$1,700 | 52 | 41 | 1 | 9,359 | 574 | 1,178 | 226,543 | \$1,506,898 |

| Industry. | Lancaster County. | | | | | | | Lehigh County. | | | | | | | | |
|-----------------------|-------------------|----------------|----------|--------|----------|------------|----------------|----------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | 9 | 9 | --- | 452 | --- | 100 | 3,230 | \$15,982 | --- | --- | --- | --- | --- | --- | --- | --- |
| Chemicals, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clay, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clothing, ----- | --- | --- | --- | --- | --- | --- | --- | --- | 1 | --- | --- | 7 | --- | --- | --- | --- |
| Food, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Leather, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Liquors, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Lumber, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Paper, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Textiles, ----- | 1 | --- | --- | 7 | 14 | 10 | 210 | 455 | 22 | 22 | --- | 300 | 304 | 1,887 | 26,664 | 148,259 |
| Laundries, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Metals, ----- | 5 | 3 | --- | 471 | --- | 130 | 28,969 | 275,281 | 3 | 2 | --- | 103 | --- | 8 | 344 | 1,249 |
| Mines, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Public service, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Tobacco, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Miscellaneous, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Hotels, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Schools, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Total, ----- | 15 | 12 | --- | 930 | 14 | 240 | 32,408 | \$291,718 | 26 | 21 | --- | 470 | 294 | 1,895 | 27,068 | \$149,508 |

| Industry. | Luzerne County. | | | | | | | Lycoming County. | | | | | | | | |
|-----------------|-----------------|----------------|----------|--------|----------|------------|----------------|------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | --- | --- | --- | --- | --- | --- | --- | --- | 1 | 1 | --- | 206 | --- | 37 | 4,468 | \$30,400 |
| Chemicals, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clay, | --- | --- | --- | --- | --- | --- | --- | --- | 1 | 1 | --- | 20 | 60 | 14 | 1,120 | 3,200 |
| Clothing, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Food, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Leather, | --- | --- | --- | --- | --- | 110 | 9,136 | \$41,957 | --- | --- | --- | --- | --- | --- | --- | --- |
| Liquors, | 5 | 1 | --- | 336 | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Lumber, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Paper, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Textiles, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Laundries, | --- | --- | --- | --- | --- | --- | --- | --- | 3 | 1 | --- | 74 | --- | 38 | 1,215 | 7,741 |
| Metals, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Mines, | 37 | 1 | --- | 25,236 | --- | 535 | 1,006,650 | 3,352,747 | --- | --- | --- | --- | --- | --- | --- | --- |
| Public service, | 4 | 1 | --- | 25 | --- | 22 | 138 | 600 | --- | --- | --- | --- | --- | --- | --- | --- |
| Tobacco, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Miscellaneous, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Hotels, | 1 | 1 | --- | --- | 7 | 30 | 210 | 245 | --- | --- | --- | --- | --- | --- | --- | --- |
| Schools, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Total, | 47 | 4 | --- | 25,597 | 7 | 697 | 1,016,134 | \$3,395,549 | 5 | 3 | --- | 300 | 60 | 89 | 6,803 | \$41,341 |

| Industry. | Mercer County. | | | | | | | Montgomery County. | | | | | | | | |
|-----------------------|----------------|----------------|----------|--------|----------|------------|----------------|--------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | 1 | 1 | --- | 32 | --- | 25 | 800 | \$6,080 | --- | --- | --- | --- | --- | --- | --- | --- |
| Chemicals, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clay, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clothing, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Food, ----- | --- | --- | --- | --- | --- | --- | --- | --- | 2 | 1 | --- | 120 | --- | 41 | 2,900 | \$19,800 |
| Leather, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Liquors, ----- | --- | --- | --- | --- | --- | --- | --- | --- | 1 | 1 | --- | 62 | --- | 9 | 558 | 3,600 |
| Lumber, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Paper, ----- | --- | --- | --- | --- | --- | --- | --- | --- | 1 | 1 | --- | 65 | 65 | 4 | 520 | 1,820 |
| Textiles, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Laundries, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Metals, ----- | 1 | --- | --- | 30 | --- | 94 | 2,820 | 21,560 | 5 | 4 | --- | 838 | --- | 192 | 55,060 | 307,060 |
| Mines, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Public service, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Tobacco, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Miscellaneous, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Total, ----- | 2 | 1 | --- | 62 | --- | 119 | 3,620 | \$27,640 | 9 | 7 | --- | 1,085 | 65 | 246 | 59,038 | \$332,280 |

| Industry. | Northampton County. | | | | | | | Northumberland County. | | | | | | | | |
|-----------------------|---------------------|----------------|----------|--------|----------|------------|----------------|------------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | 14 | 13 | --- | 225 | --- | 161 | 1,695 | \$11,144 | 1 | 1 | --- | 360 | --- | 8 | 2,400 | \$11,500 |
| Chemicals, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clay, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Clothing, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Food, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Leather, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Liquors, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Lumber, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Paper, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Textiles, ----- | 7 | 6 | --- | 184 | 67 | 465 | 6,760 | 41,220 | 1 | --- | --- | --- | 160 | 11 | 1,760 | 5,280 |
| Laundries, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Metals, ----- | 2 | --- | --- | 360 | --- | 8 | 960 | 5,670 | --- | --- | --- | --- | --- | --- | --- | --- |
| Mines, ----- | --- | --- | --- | --- | --- | --- | --- | --- | 2 | --- | --- | 1,005 | --- | 16 | 8,265 | 34,575 |
| Public service, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Tobacco, ----- | 4 | 4 | --- | 30 | 853 | 20 | 4,415 | 22,250 | --- | --- | --- | --- | --- | --- | --- | --- |
| Miscellaneous, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Hotels, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Schools, ----- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Total, ----- | 27 | 23 | --- | 799 | 920 | 654 | 13,836 | \$80,284 | 4 | 1 | --- | 1,365 | 160 | 35 | 12,425 | \$51,355 |

| Industry. | Philadelphia County. | | | | | | | Schuylkill County. | | | | | | | | |
|-----------------|----------------------|----------------|----------|--------|----------|------------|----------------|--------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, | 18 | 18 | --- | 10,782 | --- | 674 | 186,778 | \$875,624 | 6 | 3 | --- | 96 | --- | 126 | 2,654 | \$15,126 |
| Chemicals, | 3 | 2 | --- | 138 | --- | 20 | 888 | 4,367 | --- | --- | --- | --- | --- | --- | --- | --- |
| Clay, | 9 | 9 | 9 | 31 | --- | 799 | 2,515 | 14,078 | --- | --- | --- | --- | --- | --- | --- | --- |
| Clothing, | 44 | 43 | --- | 1,726 | 331 | 1,237 | 178,480 | 1,038,804 | --- | --- | --- | --- | --- | --- | --- | --- |
| Food, | 3 | 2 | --- | 342 | 27 | 47 | 4,140 | 30,400 | --- | --- | --- | --- | --- | --- | --- | --- |
| Leather, | 6 | 6 | --- | 89 | 17 | 108 | 1,918 | 8,508 | --- | --- | --- | --- | --- | --- | --- | --- |
| Liquors, | 3 | 3 | --- | 8 | --- | 51 | 123 | 669 | 1 | 1 | --- | 20 | --- | 3 | 60 | 300 |
| Lumber, | 3 | 3 | --- | 1,325 | --- | 75 | 37,800 | 201,893 | 1 | --- | --- | 25 | --- | 1 | 25 | 70 |
| Paper, | 11 | 11 | 11 | 43 | --- | 685 | 2,868 | 17,104 | --- | --- | --- | --- | --- | --- | --- | --- |
| Textiles, | 102 | 99 | 9 | 3,891 | 2,856 | 7,420 | 260,773 | 1,518,599 | 1 | 1 | --- | 84 | 400 | 72 | 34,848 | 43,000 |
| Laundries, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Metals, | 14 | 14 | 2 | 1,127 | --- | 780 | 41,945 | 249,611 | --- | --- | --- | --- | --- | --- | --- | --- |
| Mines, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Public service, | 19 | 19 | 3 | 5,182 | --- | 258 | 126,101 | 743,434 | 1 | 1 | --- | 330 | --- | 5 | 1,650 | 6,600 |
| Tobacco, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Miscellaneous, | 40 | 40 | 13 | 712 | 63 | 1,488 | 46,773 | 174,196 | --- | --- | --- | --- | --- | --- | --- | --- |
| Hotels, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Schools, | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Total, | 275 | 269 | 47 | 25,396 | 3,294 | 13,642 | 891,102 | \$4,877,281 | 10 | 6 | --- | 555 | 400 | 207 | 39,237 | \$65,096 |

| Industry. | Tioga County. | | | | | | | | Venango County. | | | | | | | |
|-----------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|-----------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | | | | | | | | | | | | | | | | |
| Chemicals, ----- | | | | | | | | | | | | | | | | |
| Clay, ----- | | | | | | | | | | | | | | | | |
| Clothing, ----- | | | | | | | | | | | | | | | | |
| Food, ----- | | | | | | | | | | | | | | | | |
| Leather, ----- | | | | | | | | | | | | | | | | |
| Liquors, ----- | | | | | | | | | | | | | | | | |
| Lumber, ----- | | | | | | | | | | | | | | | | |
| Paper, ----- | | | | | | | | | | | | | | | | |
| Textiles, ----- | 1 | | | 13 | 63 | 30 | 2,280 | \$4,560 | | | | | | | | |
| Laundries, ----- | | | | | | | | | | | | | | | | |
| Metals, ----- | | | | | | | | | | | | | | | | |
| Mines, ----- | | | | | | | | | | | | | | | | |
| Public service, ----- | | | | | | | | | | | | | | | | |
| Tobacco, ----- | | | | | | | | | 1 | 1 | | 34 | | | | |
| Miscellaneous, ----- | | | | | | | | | | | | | | | | |
| Hotels, ----- | | | | | | | | | | | | | | | | |
| Schools, ----- | | | | | | | | | | | | | | | | |
| Total, ----- | 1 | | | 13 | 63 | 30 | 2,280 | \$4,560 | 1 | 1 | | 54 | | | | |

| Industry. | Washington County. | | | | | | | | Westmoreland County. | | | | | | | |
|-----------------------|--------------------|----------------|----------|--------|----------|------------|----------------|-------------|----------------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | | | | | | | | | | | | | | | | |
| Chemicals, ----- | | | | | | | | | | | | | | | | |
| Clay, ----- | 2 | | | 765 | 800 | 12 | 6,095 | \$23,600 | | | | | | | | |
| Clothing, ----- | | | | | | | | | | | | | | | | |
| Food, ----- | | | | | | | | | | | | | | | | |
| Leather, ----- | | | | | | | | | | | | | | | | |
| Liquors, ----- | | | | | | | | | | | | | | | | |
| Lumber, ----- | | | | | | | | | | | | | | | | |
| Paper, ----- | | | | | | | | | | | | | | | | |
| Textiles, ----- | | | | | | | | | | | | | | | | |
| Laundries, ----- | | | | | | | | | | | | | | | | |
| Metals, ----- | | | | | | | | | 1 | 1 | | 1,700 | 150 | 10 | 1,850 | \$82,700 |
| Mines, ----- | | | | | | | | | | | | | | | | |
| Public service, ----- | | | | | | | | | | | | | | | | |
| Tobacco, ----- | | | | | | | | | | | | | | | | |
| Miscellaneous, ----- | | | | | | | | | | | | | | | | |
| Hotels, ----- | | | | | | | | | | | | | | | | |
| Schools, ----- | | | | | | | | | | | | | | | | |
| Total, ----- | 2 | | | 765 | 800 | 12 | 6,095 | \$23,600 | 1 | 1 | | 1,700 | 150 | 10 | 1,850 | \$82,700 |

| Industry. | York County. | | | | | | | |
|-----------------------|---------------|----------------|----------|--------|----------|------------|----------------|-------------|
| | Total number. | Bureau active. | Pending. | Males. | Females. | Days idle. | Man days lost. | Wages lost. |
| Building, ----- | | | | | | | | |
| Chemicals, ----- | | | | | | | | |
| Clay, ----- | | | | | | | | |
| Clothing, ----- | | | | | | | | |
| Food, ----- | | | | | | | | |
| Leather, ----- | | | | | | | | |
| Liquors, ----- | | | | | | | | |
| Lumber, ----- | | | | | | | | |
| Paper, ----- | | | | | | | | |
| Textiles, ----- | | | | | | | | |
| Laundries, ----- | | | | | | | | |
| Metals, ----- | 12 | 12 | ----- | 271 | ----- | 260 | 7,566 | \$48,731 |
| Mines, ----- | | | | | | | | |
| Public service, ----- | | | | | | | | |
| Tobacco, ----- | 2 | ----- | ----- | 57 | ----- | 11 | 77 | 578 |
| Miscellaneous, ----- | 2 | ----- | ----- | 56 | ----- | 6 | 36 | 210 |
| Hotels, ----- | 3 | ----- | ----- | 20 | 2 | 18 | 121 | 464 |
| Schools, ----- | | | | | | | | |
| Total, ----- | 19 | 12 | ----- | 404 | 2 | 295 | 7,800 | \$49,983 |



Commonwealth of Pennsylvania

THE BULLETIN

OF THE

Department of Labor and Industry

CLIFFORD B. CONNELLEY
Commissioner



VOLUME VIII

SERIES OF 1921

NO. 4

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HARRISBURG, PENNA.
1921



BUREAU OF EMPLOYMENT
DEPARTMENT OF LABOR AND INDUSTRY
COMMONWEALTH OF PENNSYLVANIA
ANNUAL REPORT - 1920

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DEPARTMENT OF LABOR AND INDUSTRY

DIRECTORY OF OFFICES

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- Keystone Building.....Office of the Commissioner.
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Bureau of Inspection.
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Bureau of Rehabilitation.
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- Masonic Temple,
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BRANCH OFFICES.

- PHILADELPHIA,.....All offices of Department, including headquarters of Workmen's Compensation Referees, in Manhattan Building, Fourth and Walnut Streets, except Bureau of Employment, which is located at 1519-1521 Arch Street, Women's Division Bureau of Employment, 18th and Chestnut Streets, and Compensation Board North American Building.
- PITTSBURGH,All offices of Department, including compensation, Inspection, and Rehabilitation, Public Safety Building. Employment offices are located at Ross and Diamond Streets, and 518 Wylie Ave.
- SCRANTON,All offices of Department, including headquarters of Workmen's Compensation Referee, in Union National Bank Building, except Bureau of Employment which is located at 120 Adams Avenue, Second Floor.
- ALTOONA,All offices of Department, including Compensation, Employment and Rehabilitation in Chamber of Commerce Building Employment Office.
- POTTSVILLE,Offices of Workmen's Compensation Referee, and Bureau of Rehabilitation, Ulmer Building.
- LANCASTER,Offices of Workmen's Compensation Referee, 625-627 Woolworth Building. Office of Supervising Inspector, 621-623 Woolworth Building.
- WILLIAMSPORT,Offices of Workmen's Compensation Referee, 311-312 First National Bank Building. Offices of Bureau of Employment, 38 West Willow Street. Bureau of Inspection, 341 Pine Street.
- KANE,Offices of Workmen's Compensation Referee, Kane Savings and Trust Building.
- ERIE,Offices of Bureau of Employment, 109 West Ninth Street.
- JOHNSTOWN,Offices of Bureau of Employment, 219 Market Street, Second Floor.
- McKEESPORT,Offices of Bureau of Employment, 120 Fifth Avenue.
- MEADVILLE,Offices of Bureau of Inspection, Room 10, Masonic Building.
- DUBOIS,Offices of Workmen's Compensation Referee, and Bureau of Rehabilitation, McDonald Building, 248 West Long Avenue.
- WILKES-BARRE,Offices of Workmen's Compensation, Referee, and Bureau of Rehabilitation, Coal Exchange Building, Sixth Floor.
- NEW KENSINGTON,Offices of Bureau of Employment, 859-861 Fourth Avenue.

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
BUREAU OF EMPLOYMENT

ANNUAL REPORT, 1920

During 1919, the first and most important work done by the Bureau of Employment was the taking of an exhaustive census of all the industries of Pennsylvania for openings which could be filled by returning soldiers. This work was so fully and so carefully done, that practically every returned soldier, who wished employment, received the kind of work he could adequately perform.

Concerning this matter, the Assistant to the Secretary of War wrote in a letter to Commissioner Connelley, under date of March 1, 1920, as follows:

"In my work, as the representative of the Secretary's office, I was able to observe the operations of most state and private employment bureaus, and I want to say unhesitatingly that the Pennsylvania organization, even to its smallest and most insignificant offices, was better conducted and productive of more tangible results than that of any other state."

On the 22nd day of March, 1919, the United States Employment service withdrew from operation in Pennsylvania and was succeeded by the Commission of Public Safety and Defense which operated until November 1, 1919. Since the latter date, the work of the Bureau of Employment has solely and exclusively been conducted under the direction of the Department of Labor and Industry and every effort has been made since that time to return to operations upon a peace basis.

During the early spring and throughout the entire summer of 1920, strenuous efforts were made to recruit farm labor for the farms in every section of Pennsylvania. In each Employment Office one day of each week was set aside as a Farm Labor Day, selected according to the customs of the locality, on which day, farmers seeking help and workers seeking farm labor could meet at the several State Employment Offices for interviews and for the making of working agreements. In the Philadelphia district this day was Monday, in the McKeesport district it was Tuesday, in the Harrisburg and Williamsport districts it was Wednesday, in all the other districts it was Saturday. In the Philadelphia and Pittsburgh Offices,

special rooms were set aside for the exclusive use of these interviews between farmers and farm laborers. These efforts were fairly successful.

The farm placements of May exceeded those of April by 244 per cent. and the farm placements of June exceeded those of May by 184 per cent. or an increase of 408 per cent. in the farm placements made in June over those in April. As a result of these efforts, farm placements increased over 600 per cent. in five months.

Special efforts were also made during the spring and early summer to recruit from the colleges, universities, professional schools and high schools, young men and older boys for vacation work upon the farms.

The educational reaction of this movement upon the farmers has been most interesting in that it is educating the farmers to a realization that they must raise their wages and shorten their hours of labor if they wish to hold their present workers and to secure additional workers for more extensive or intensive operations.

During November and December, 1920, arrangements were made with the Information Office of the Netherlands Emigration League, The Hague, Holland, and with the representatives of the Kingdom of Netherlands in the United States, whereby emigrants from Holland will be investigated and classified in Holland and upon landing either at New York or at Philadelphia, will be directed to the State Employment Office, 1519 Arch Street, Philadelphia, Pa., from which office as a distributing depot, these Hollanders will be distributed among the farmers throughout Pennsylvania. The distribution in every case will be handled through the Philadelphia State Employment Office and through the State Employment Office of the district in which the employing farmer lives.

In every case, the farmer is investigated by the State Bureau of Employment and must be a responsible and reliable person before any of these emigrants from Holland may be referred to him. It is the plan of the Bureau of Employment to distribute these Hollanders by families, whenever a family enters the country, and in groups of twos, three or four, whenever single emigrants come. By following this plan, these strangers will be company one to the other and will not become lonesome and homesick and will, therefore, remain satisfied on the job.

Practically all emigrants from Holland are dairy farmers, truck or garden farmers, grain or general farmers, and farm laborers. They represent the very best type of farm labor which has entered this country since the period from 1848 to 1860, when a great many German emigrants, fleeing from the revolution in Germany, came to the United States. They are so moral in their lives and are so

clean in their persons and in their habits, that they can safely be taken into the homes of the Pennsylvania farmers and housed and boarded. They are also thrifty and steady. Most of them plan to become tenants within a few years, and within a few years more to become owners of small farms. They intend also to become American citizens and will, as soon as possible, take out their first naturalization papers.

A few of them are bringing considerable money along with them, which, after due time and investigation, will probably be invested in Pennsylvania farm lands. One emigrant, who arrived recently from Holland, brought with him fifteen thousand dollars with which he plans eventually to purchase for himself a farm and to establish himself and his family permanently in this country.

It is quite evident that this plan now fairly well organized can be carried out and that it will prove to be the greatest thing which has ever been done for the farmer of Pennsylvania within the history of the Commonwealth.

The Bureau of Employment realizes that this work, undertaken during 1920, is only preparatory for the next and succeeding years, but it believes that a solid foundation is being laid to relieve permanently the general and more or less acute shortage of farm labor in every district of the State.

Mention must be made of the fact that the Bureau of Employment in its efforts to furnish labor to the farmer, has had the complete and thorough cooperation of the Pennsylvania State Grange. A special circular was prepared and was sent in May to every local Grange in the Commonwealth, calling its attention to the State Employment Office of its district, giving the name of the Superintendent and the exact address of the Office, stating also the designated Farm Labor Day for that district, and requesting that this notice be read at the next regular meeting of the Grange and be permanently posted upon the bulletin board of the local Grange. The State officials of the Pennsylvania State Grange have also given the Bureau of Employment their hearty and cheerful support in all its efforts to secure farm labor for the farmers of Pennsylvania.

On account of syndicalist and other labor troubles in Spain, many laborers have left Spain during the past year, with the result that more Spanish emigrants entered the United States during 1920 than in any other recent year. These Spanish laborers are especially useful for highway construction work, for railroad track work, and for the building of dams. Whenever they are well housed and fed, they are satisfied and are willing to work ten hours a day and frequently seven days in the week. In order to secure this Spanish labor for the State Highway Department and for the railroads of the State, several visits were made to the Spanish Consul General

in New York City and to him were explained the opportunities open in Pennsylvania to Spanish laborers. Through his cooperation, the Spaniards entering the United States at Philadelphia and New York were referred in large numbers to the State Highway Department of Pennsylvania, to the various railroads in the State, and to a number of fire-bricks and refractory establishments. It should be noticed that this Spanish labor is the best type of alien labor for the kinds of work previously specified which has come to the United States in recent years.

In order to relieve the serious shortage, everywhere throughout the State of Pennsylvania, of unskilled or common labor, representatives were appointed in August to represent the Commonwealth of Pennsylvania at Ellis Island and at the port of Philadelphia for the purpose of interviewing admitted aliens and of directing and distributing them throughout the State according to their occupations and according to the local needs. Special efforts were made to recruit from among these aliens, miners and miners' laborers for the anthracite coal regions of Pennsylvania. Through the cooperation of the foreign consuls in New York City and in Philadelphia, and with the aid of several foreign immigration societies, as well as through the efforts of representatives at Ellis Island and at the port of Philadelphia, many aliens have been led to settle and to work within the boundaries of Pennsylvania. Through these efforts, the State Employment Office in Philadelphia eventually became an alien labor distribution depot from which employers throughout the State could, upon several days notice, secure the foreign laborers they desired.

During 1920, the daily clearance report system was developed to the point where the surplus of unemployed labor in one section of the State can quickly be transferred to where that labor may be needed in another section of the State, and to the point where the shortage of labor in one section of the Commonwealth can rapidly be filled from the unemployed surplusses in other districts of the Commonwealth.

On September 1st, a semi-monthly report system was adopted according to which on the first and fifteenth days of each month each State Employment Office sends to the Bureau of Employment a concise and specific report upon employment, unemployment, labor and industrial conditions in each district, emphasizing especially the surplusses and the shortages of labor and stating approximately the number of unemployed according to occupation or industry in each district. Through the combination of the semi-monthly reports with the daily clearance reports, it is now possible to have on hand recent and accurate information concerning employment, ~~unem-~~

ployment, labor and industrial conditions in every district of the State.

Section 13 of Act No. 373, 1915, provides that each district and local State Employment Office shall have a representative council, appointed by the Commissioner. This provision has been complied with. During 1920, representative councils of all the State Employment Offices in the Bureau of Employment were appointed or reappointed by the Commissioner of the Department of Labor and Industry. All these representative councils have been organized or reorganized and are functioning according to their statutory duties as specified in Section 14, Act 373, 1915. These councils are of great service to the State Employment Offices, both in their moral support and in the expert advice and wisdom they furnish to the officials of the State Employment Offices as well as to the Bureau of Employment.

On February 15, 1920, the State Employment Office, Altoona, Pa., which had been temporarily closed, was reopened for service. On September 1, 1920, the State Employment Office, Williamsport, Pa., which had been temporarily closed during the reorganization of the Bureau of Employment, was reopened. On September 15, 1920, the State Employment Office, New Kensington, Pa., which had been temporarily closed, was reopened.

In order that all sections and districts of the Commonwealth of Pennsylvania may be quickly and adequately served by the Bureau of Employment, it is absolutely necessary that as soon as possible, State Employment Offices be opened for service in York, Reading, Allentown, Wilkes-Barre, and Dubois.

It is also imperative that a special State Employment Office for Women be opened as soon as possible in a first-class respectable location in Philadelphia, Pa., where the female factory workers, clerks, stenographers, technical, professional and executive women can receive the service they demand and have long deserved.

During the closing months of 1920, a new weekly report form for men was prepared and printed to be used by all the State Employment Offices beginning January 1, 1921. This new weekly report form for men contains a new classification of occupations and industries, fitting as closely as possible the present and actual industrial and occupational conditions of the State.

It contains a new column entitled "Retentions" which shows for the first time the service which all the State Employment Offices have, since their establishment, rendered to employers in preventing employes from leaving their present jobs, in sending such employes back to their jobs which they were trying to leave, and in thus keeping down the troublesome and expensive turnover of labor.

This new weekly report form contains also a new double column

entitled "Information to Employer and Employee." Since their establishment, all the State Employment Offices have furnished a great deal of information both to employers and to employes which never resulted in or appeared in employers' orders for labor or in employes' applications for jobs. In this new double column, a record according to industry and occupation is kept of all such information furnished to employes or to employers, thus showing concretely this valuable type of service rendered by all the State Employment Offices in the Bureau of Employment.

During October, November, and December, 1920, and especially after unemployment began to increase, a special letter was sent by the Director of the Bureau of Employment to every employer of five persons or more within the Commonwealth of Pennsylvania, except those in Allegheny County and in Philadelphia County, calling his attention to the State Employment Office in his district, stating the name of the Superintendent and the exact address of the Office, and inviting him to file his labor orders regularly in the State Employment Office of his district and to enjoy so far as is possible the free services offered by the Bureau of Employment.

From the statistical tables which are appended to this report, it will be seen that during 1920 there were 310,943 applications for work filed in the several State Employment Offices of the Bureau of Employment, 557,882 orders for labor were filed by employers, and 242,702 persons were referred to jobs by the several State Employment Offices. Of these persons, 227,796 received jobs and were placed upon the pay roll. These figures are interesting. The orders for labor during the twelve months of 1920, exceeded the applications for jobs by 79 per cent. Of those applying for jobs 78 per cent. were referred to positions and 73.2 per cent. of those applying for jobs secured jobs and were placed upon the pay roll. Of the 242,702 persons referred to positions, 93.8 per cent. received the positions to which they were sent. This fact reveals the careful and excellent placement work of the officials in the several State Employment Offices. It is also interesting to note that of the 557,882 persons asked for by employers during 1920, it was possible to furnish only 40.8 per cent. This statement shows clearly and accurately the acute shortage of labor in Pennsylvania during 1920, from January 1st to November 20th, when unemployment became really noticeable and pronounced.

The appended statistics show that the average number of persons placed in a day during 1920, by all the State Employment Offices was 760. The average number of persons placed per month was 19,000. The average daily wage of all the persons placed by all the State Employment Offices during 1920 was \$5.40. The potential wage value of the placements made by the State Employment Offices in the Bureau of Employment during 1920 approximates \$4100 a

day, \$102,600 a working month, and \$1,230,098.40 for the year. These figures which are an under-statement of the facts, clearly reveal the value to the working man and woman, to the employers, and to the State, of the service rendered by the State Employment Offices.

Included in this report, are special reports of each State Employment Office in the Bureau of Employment.

There is also included herein, a report of the Division of Licensed Agents in the Bureau of Employment, prepared and submitted by Mr. Jacob Lightner, Chief of that Division. This report shows that 163,984 persons were placed in employment by the private employment agents operating under a license issued by the Commonwealth of Pennsylvania. It also shows that 277 licenses were issued to private employment agents in Pennsylvania during the fiscal year from October 1, 1919 up to and including September 30, 1920, and that the license fees from these licenses brought into the State Treasury \$13,850. During this fiscal year, eight licenses were surrendered, eight licenses were revoked, three licenses were regranted and seven licenses were refused. Twenty-eight cases of wage complaints filed by aliens were investigated and settled, in which \$912.16 represents the amount of wages recovered for the aliens. During the year, 1679 investigations and inspections were conducted by the investigators in this Division. Sixty-two violations of law and rules were discovered. Two hundred and sixteen complaints regarding fees were considered. In these, 83 decisions were given in favor of the agents, involving \$394.35. One hundred and thirty-four decisions were rendered in favor of the complainants involving \$1508.01.

Special mention must be made of the excellent and effective manner in which Mr. Jacob Lightner and his expert investigators and assistants have conducted the business of the Division of Licensed Agents.

In closing this annual report, the Director of the Bureau of Employment wishes to express his great obligation to the Commissioner of the Department of Labor and Industry for his steady support, his sound advice, his keen interest, and his impelling inspiration in all the efforts and activities of the Bureau. He wishes also to commend in the highest terms, the faithful, devoted, conscientious and effective service of every Superintendent of the State Employment Offices and of every employe in the service of the Bureau of Employment; especially has he been greatly assisted in all his efforts and undertakings by the wise advice, the loyal support and the most hearty cooperation from Mr. Jacob Lightner, Chief, Division of Licensed Agents.

Respectfully submitted,
ROBERT J. PETERS,
 Director.

STATE EMPLOYMENT OFFICE

ALTOONA, PA.

The Altoona State Employment Office was re-opened on February 16, 1920. This office opens at 8 o'clock, A. M., and closes at 6 o'clock, P. M. The hours of the office are so arranged that the office is open continually.

The office maintains a regular Farmers' Afternoon on Saturday afternoon, winter and summer, and has met with great success. The office is a Clearing House for all kinds of farm labor, and the farmers spend the afternoon in interviewing the various applicants for work.

Monday, during the State Road Season, is set aside as State Road Labor Day. The State Road Agents come in on that day to interview applicants and take them with them, if they are satisfactory. The office has furnished a large number of laborers for State road work.

Tuesday is set aside for Miners' Day, and while we have not had a great deal of success in securing miners; nevertheless, we are going to continue this day as Miners' Day.

During the year, eight young ladies were directed to hospitals, where they are now in training for nurses. The office has a list of trained and practical nurses who are, in certain seasons of the year, in great demand. A duplicate of this list is kept at the Superintendent's home where people can get in touch with a nurse at any hour of the night.

The office is continually surveying. One survey goes out every week for various classes, hunting positions for laborers and studying the conditions that exist in the different sections of the districts. The survey is to find the number of people employed, or of people out of employment. Two special surveys are sent out during the year, one in March and the other in May, to the schools in the district and to the business colleges, to find out the number of students enrolled in the graduating class, and to learn the number who will graduate, so that the office can be in position to find employment for them. In this way places have been found for about 25 per cent. of the students immediately on their graduation.

YEARLY REPORT.

| Industry and Occupation | Applications | Help Wanted | Placed |
|-------------------------------------|--------------|-------------|--------|
| Male. | | | |
| Agricultural, ----- | 994 | 965 | 897 |
| Clerical, professional, etc., ----- | 59 | 23 | 23 |
| Building and construction, ----- | 234 | 6,260 | 160 |
| Labor, ----- | 2,757 | 21,641 | 2,129 |
| Metals and machinery, ----- | 530 | 5,951 | 251 |
| Miners, ----- | 170 | 6,549 | 168 |
| Miscellaneous, ----- | 591 | 1,533 | 343 |
| Totals, ----- | 5,335 | 42,922 | 3,971 |

| | | | |
|--|-------|-------|-------|
| Female. | | | |
| Stenographers and bookkeepers, ----- | 192 | 72 | 72 |
| Domestics, waitresses, clerks, etc., ----- | 512 | 714 | 371 |
| Day workers, ----- | 7,998 | 8,262 | 7,757 |
| Totals, ----- | 8,702 | 9,048 | 8,200 |

STATE EMPLOYMENT OFFICE

ERIE, PA.

STATISTICS: For the first three months of the year 1920, Miss Rose Glenn was in charge of the office and had no assistance. For the rest of the year, Mr. A. W. Motley, was in charge of the office and Miss Glenn was Chief of the Women's Division. During the year were received the applications of 4,824 men and 1,342 women and of this number were placed 3,574 men and 1,048 women, totaling 4,622 placements. We received openings for 4,984 men and 1,275 women, totaling 6,259 openings for men and women. These figures show that we actually placed three out of every four people who applied to the office and filled three out of every four requisitions that were filed with us by employers.

These figures are not quite so high as the figures presented during the year 1919, but for the first three months of 1919, there were eleven people employed in the office and for the rest of the year, three persons. The only comparison that can be secured for the two years, is by taking the figures for the last half of 1919 and the last half of 1920, as during the last half of 1919 there were three in the office and in the same period in 1920, two were employed. During the period in 1919, 660 women were placed and 1,469 men, while during this period in 1920 657 women secured positions and 2,258 men, which shows an increase of 768 placements or 37 per cent increase over 1919.

CIRCULARIZING AND ADVERTISING: During the year we have sent out circular letters to the real estate dealers, insurance companies, department stores, garages, retail and wholesale establishments, in an effort to secure their orders for clerks, and very good results have been obtained. We also sent two circular letters to the secretary of every farmers' grange in this district and to every mine operator. Advertisements have been run in the three daily Erie newspapers: Times, Herald and Dispatch; advertisements have also appeared in Polish and Italian papers of Erie. We have also advertised in the North East and Meadville papers.

WEEKLY LIST: Each week we have put out a list of men that are available for immediate employment; this list being sent to every manufacturer of any size in the Erie district. This list does not mention any names, but simply states the occupation and the experience in the trade. We have obtained very good results from this letter and we have never sent out a copy from which we did not place some of the listed men and women, and some weeks we have placed the entire list.

PLANT VISITATION: Mr. Motley has visited every plant during the past year in the city of Erie, also the industries of North East and Meadville, Penn. Miss Glenn, Chief of the Womens' Division, has visited eighteen plants, employing 2226 women and girls and she has been of great assistance to them in explaining the labor laws affecting women and children. Miss Glenn has also assisted the women and girls in these plants in their welfare work, where there is no special welfare worker. The office during the past year has initiated women help in two factories where women labor was never used before. One of these shops, the Erie City Iron Works, was the first boiler shop in the city to use female labor.

COOPERATION: The Y. M. C. A., which up to this year has maintained an employment office, has discontinued this branch of its work and now turns over all its calls to the State Employment Office. This is also true of the Manufacturers' Association and of the Erie Chamber of Commerce. We have secured the cooperation of the Y. M. C. A., Y. W. C. A., Associated Charities, International Institute, Women's Industrial, Zonta Club, Women's Club of Erie, U S. Inter-departmental Social Hygiene Board, High School Counsellors, Industrial Relations Committee, and the Employment Departments of the typewriter companies. We are also in close touch with the State Factory Inspector, Mr. Drozeski. The employment departments of most of the industries are willing to cooperate with us and in most cases furnish us with any information that we may desire.

LABOR REPRESENTATIVE COUNCIL: In accordance with Act 373, 1915, Pennsylvania Statutes, the Representative Council of the State Employment Office for the Erie district was appointed by the Commissioner of Labor and Industry. Two meetings of this council have been held. The members of this organization have taken a deep interest in this committee and a great deal of good will be derived from it, especially during the present unemployment period.

During the coming year, it is the intention of this office to establish closer relations with the plants and industries outside the city of Erie. We believe that this can be accomplished by visiting the different towns, by following up the visits with circular letters from time to time, and by keeping a list of available men before the out-of-town employers, from week to week, through the use of our mailing list.

We also intend again to place before all the farmers in this district the benefits of this office and to prove to those who have not used this office up to the present time, that we can be of great assistance to them.

STATE EMPLOYMENT OFFICE

HARRISBURG, PA.

The statistical data presented in this report have reference to the activities of the Harrisburg State Employment Office of the Pennsylvania Bureau of Employment. It covers the operation of this office during the calendar year, 1920. These data and particularly the number of actual placements made, both male and female, record the service rendered by this office to employers and applicants for employment during the year.

Beginning January 1, 1920, the market showed a marked increase in the demand for labor in nearly all the important industries and trades and continued unabated up to October 1st, when a curtailment of business activities caused large numbers of employes to be thrown out of employment.

The total number of applicants for work, who secured employment in 1920, was 5377. The number of male applicants for whom positions were secured, was 2391, while 2986 females were placed in employment. Of the 2391 male applicants who secured employment, 2081 or 87 per cent. were native born, and of the 2986 females 2688 or 90 per cent. were native born. From January 1st to October 1st, 406 ex-service men secured employment through the efforts and activities of this office. After this date, it was decided to discontinue

keeping separate records of these men. The total number of persons called for by employers during the year 1920, was 11,062 (6,942 males and 4,120 females).

From the figures given above, it is evident that at no time during the first nine months of this year were we unable to obtain for a man the kind of work for which he asked. Of course, there were exceptions when men applied for work for which they were not qualified or when their qualifications were of such an unusual nature that it was not possible to secure an opening in this district. But in the matter of actual work, so far as the skilled, semi-skilled or laboring classes were concerned, we were always able to offer a man a job.

To meet the daily demands of hundreds of industries and manufacturing establishments, it became necessary for us to secure publicity through newspapers and to make personal solicitation to fill these orders. We resorted to every known expedient that might attract labor or encourage men who were unable to accept work in lines that were considered necessary for the successful operation of the numerous plants.

In the Spring of 1920, an acute shortage of farm laborers developed and to meet this emergency, the Bureau established working relations between the farmer and farm labor by setting aside Wednesday of each week as Farm Labor Day. This was given wide publicity by display advertisements in newspapers and by circular letters sent to all Grange secretaries, requesting them to post notices on their bulletin boards at their regular semi-monthly meetings. These activities and efforts brought excellent results and we were successful in reducing this shortage.

During June, July and August, special attention was given to the placement of students and juvenile workers. The cooperation of every one was urged in this movement. Juvenile application cards were furnished the various officials of the schools, employers were personally interviewed, and opportunities prearranged for these workers at such a time when they would be released. Through our efforts and through the cooperation of employers, both in industrial and in agricultural pursuits, a large number of these young men and boys were placed upon farms and in other healthful and remunerative positions.

Again in July there developed a shortage of farm workers during the harvest period. Wives of farmers personally called at this office appealing for help. Many of these women informed us that on account of the shortage of help, they were compelled to operate the binders in the fields besides attending to their regular house duties. To meet this emergency, applicants who came into the office seeking other lines of employment were in many cases persuaded to accept

farm work during this period. By this method the office was successful in procuring a sufficient number of workers to harvest the wheat.

In September a regular and systematic campaign of personal visits to employers and to unemployed workers, for the purpose of filling orders, was suggested by Mr. Robert J. Peters, Director of this Bureau. This was at once put into operation and manufacturing establishments, commercial houses and industrial plants in this vicinity were visited regularly by a representative of the men's division and by a representative of the women's division. By this system, we have been able to develop more cordial relations and closer contact with managers of employment departments in factories.

As prescribed by Act 373, 1915, a Representative Council was organized in the hearing room of the Department of Labor and Industry, Keystone Building, September 28th. Employment and labor conditions were discussed thoroughly and to meet any emergency of unemployment that may eventually develop, it was suggested that the Bureau communicate with city and county officials in order that we may have their cooperation if a crisis of this kind should develop. Letters were sent to the mayors of the cities, city councilors, county commissioners, and burgesses of townships, asking their cooperation and influence in encouraging public improvements. Numerous responses were received, assuring us of their cooperation and also that they had deferred improvements anticipating such a condition.

In the latter part of October, there developed a curtailment of business activities in the industrial and manufacturing plants of the district. Large numbers of employes were thrown out of employment. There was a surplus of labor in contrast with the marked under-supply during the greater portion of the year.

During the first ten months of the year we were confronted by the problem of finding men for the manless jobs. **The entire situation is now reversed.** We are now exercising every possible effort to secure a job for the jobless man. To obtain work for these unemployed workers, the Bureau representative has been interviewing officials of municipalities and public utilities to induce them to start all improvements they had anticipated and which were deferred for reasons of high prices of material and labor. To encourage these persons, their attention was called to the fact that a happy condition in the labor field is reached when the employes are working regularly and under satisfactory conditions and wages, and that idleness breeds crime.

The Bureau received information that a serious shortage of skilled and unskilled labor prevailed in the anthracite coal districts. As a medium to reduce the number of unemployed there, working rela-

tions were established with the State Mine Inspectors and officials of these anthracite coal mines. Through this method we secured openings for 655 skilled workers and 465 unskilled workers. Men are being referred to these positions daily.

A close examination of the detailed work, however, will show that well directed placements constitute a large part of the Bureau's labor.

There is another highly interesting work performed which cannot be reduced to figures as it is not generally known by the public. We refer to the stabilizing or balancing of labor in the matter of employment. It is a common experience to have men come into the office who are dissatisfied with their present employment and desire to make a change. This dissatisfaction arises many times from hearsay of some other person who speaks of greater wages to be obtained elsewhere. To ward off men from false trails, officers in the Bureau are enjoined to secure definite information in regard to the kind of work, industrial conditions, wages, number and kinds of lodging facilities, etc., in the vicinity before referring any workers to any job. Every one must concede that a happy condition in the labor word is reached when the employes are working regularly under satisfactory conditions and wages and when the employers are receiving the full measure of time and effort for which they pay. Whatever works toward this end is a step in the right direction.

STATE EMPLOYMENT OFFICE

JOHNSTOWN, PA.

On September 1, 1920, Superintendent Fred W. Church, 726 Highland Avenue, Johnstown, was compelled by ill health to resign from the position as Superintendent of the State Employment Office in Johnstown. Mr. Church held that position for five years and during his superintendency saw the office grow from a few applications and a few placements a week to hundreds of applications and hundreds of placements every month until the Johnstown Employment Office ranked third or fourth in the State Bureau of Employment.

Mr. A. Cuddy Stiver, 401 Cypress Avenue, Johnstown, has been promoted to succeed Mr. Church. Mr. Stiver has been Mr. Church's assistant for three years and is thoroughly conversant with all the routine of the office. He is also well and widely known throughout the district of the Johnstown Office, which includes Cambria, Somerset, Indiana, Westmoreland, Jefferson and Clearfield Counties.

Miss Flora Blough, 825 Broad St., Johnstown, who has been working temporarily in the Johnstown Employment Office, has been appointed assistant to Superintendent Stiver and will look after especially women placements.

| Month | Applica-
tions | Openings | Sent Out | Received
Positions |
|------------------|-------------------|----------|----------|-----------------------|
| January, ----- | 780 | 4,558 | 435 | 411 |
| February, ----- | 306 | 4,504 | 217 | 212 |
| March, ----- | 424 | 6,071 | 279 | 226 |
| April, ----- | 407 | 4,779 | 299 | 283 |
| May, ----- | 687 | 3,376 | 535 | 521 |
| June, ----- | 500 | 3,238 | 434 | 384 |
| July, ----- | 564 | 3,105 | 514 | 435 |
| August, ----- | 526 | 2,300 | 462 | 405 |
| September, ----- | 450 | 6,430 | 515 | 461 |
| October, ----- | 714 | 8,081 | 679 | 635 |
| November, ----- | 972 | 5,248 | 896 | 833 |
| December, ----- | 1,070 | 6,841 | 886 | 845 |
| Totals, ----- | 7,400 | 58,531 | 6,151 | 5,651 |

WAGE VALUE OF PLACEMENTS FOR THE YEAR 1920

| 1920 | Average
Daily Wage per
Man | Average Daily
Wage Value of Daily
Placements | Total Average
Monthly Wage Value
of All Placements |
|---------------------|----------------------------------|--|--|
| January, ----- | \$4 76 | \$75 24 | \$1,956 36 |
| February, ----- | 4 94 | 47 60 | 1,047 28 |
| March, ----- | 4 95 | 41 43 | 1,118 70 |
| April, ----- | 5 06 | 55 07 | 1,431 98 |
| May, ----- | 4 71 | 102 24 | 2,453 91 |
| June, ----- | 5 29 | 89 68 | 2,331 36 |
| July, ----- | 5 35 | 89 50 | 2,327 25 |
| August, ----- | 5 76 | 89 72 | 2,332 80 |
| September, ----- | 5 86 | 108 06 | 2,701 46 |
| October, ----- | 6 35 | 213 29 | 5,332 25 |
| November, ----- | 5 71 | 198 18 | 4,756 43 |
| December, ----- | 6 05 | 158 16 | 5,112 25 |
| Grand totals, ----- | 12)\$64 79 | 12)\$1,268 15 | 12)\$32,902 03 |
| | \$5 40 | \$105 68 | \$2,741 83 |

STATE EMPLOYMENT OFFICE

McKEESPORT, PA.

The McKeesport district, in the main, consists of many large industrial plants; such as steel mills, foundries, glass factories, tin mills, etc. during 1920, all industries in the district maintained their record for continuous operation, with occasional exceptions, caused directly or indirectly by reason of the "outlaw" railroad strike which extended over a period of several months, and which, in reality, has not yet been fully and satisfactorily settled, even though the railroads are operating at such capacity as to cause little, if any material interference with the operation of other industries dependent thereon for transportation facilities.

In the enumeration of the separate industries, the reader is advised that:

National Tube Company, U. S. Seamless Tube Company, National Galvanizing Works, (affiliated companies) operated at normal capacity throughout the year, with the exception, as already stated, of the interference by railroad strike. Little, if any, operation was lost through fault of the industries themselves.

McKeesport Tin Plate Company, the largest independent tin mill in the world, operated at normal capacity throughout 1920, and during some periods of the year, the entire capacity of 41 mills was in operation. The only interruption in operation was due to the railroad strike.

Firth-Sterling Steel Company operated at normal capacity throughout 1920, and the same information applies to the Pittsburgh Steel Foundry, Fort Pitt Steel Foundry, U. S. Glass Works, Carnegie Steel Company, Clarion, Pa., the Morris-Bailey Company, Wilson, Pa., and the Carnegie Steel Company, Duquesne, Pa.

BUILDING AND CONSTRUCTION: This line of work showed normal activity for 1920, with the exception of about two months. The interruption noted was occasioned by a strike of the carpenters, and later by a strike of the bricklayers. A strike on the part of the carpenters, or of other building tradesmen, is usually an annual occurrence; and, in view of this fact, it may be said that this line of work showed normal activity during 1920.

CLERICAL AND PROFESSIONAL: There is a low percentage of labor turnover in this line. Employees usually stay for a long period in one position, and in the event of a vacancy, such vacancy is usually filled through acquaintance on the part of some employee; consequently, not a large list of vacancies reaches the State Employment Office. With the above facts in mind, it may be stated that slight activity was shown during 1920.

DOMESTIC AND PERSONAL SERVICE: In this line of work, the demand for house maids exceeds the supply, and there is reason to believe that such condition will remain indefinitely, for the reason that girls and women formerly engaged in this work now find that it is possible for them to secure better wages in the factories, and, in addition, to enjoy specified hours of labor. In view of this fact, it is thought that the shortage of house maids cannot be satisfactorily remedied. It is thought that the McKeesport Office has had reasonable success along this line.

In conclusion, it can be said that during 1920, the McKeesport Office has had a successful year.

STATE EMPLOYMENT OFFICE

NEW KENSINGTON, PA.

The following is the report of the work and activities of this office for the period September 15, 1920, when the office was reopened, to December 31, 1920:

| | Persons
applying for
positions | Persons
asked for by
employers | Persons
sent to
positions | Persons
receiving
positions |
|-----------------------------|--------------------------------------|--------------------------------------|---------------------------------|-----------------------------------|
| Agriculture, ----- | 2 | 2 | ----- | ----- |
| Building trades, ----- | 19 | 19 | 11 | 10 |
| Machinery and metals, ----- | 143 | 245 | 126 | 118 |
| Clerical, ----- | 18 | 15 | 10 | 10 |
| Transportation, ----- | 4 | 4 | 1 | 1 |
| Common Labor, ----- | 615 | 676 | 544 | 523 |
| Miscellaneous, ----- | 35 | 77 | 22 | 22 |
| | <u>836</u> | <u>1,038</u> | <u>714</u> | <u>684</u> |

STATE EMPLOYMENT OFFICE

PHILADELPHIA, PA.

Briefly stated, the functions of this office for the past year have been to find men for jobs and jobs for men.

There have been two distinct periods within the past year: the first period extending from January 1st until about October 30th, during which time our work to a large extent consisted of finding men for available positions. Since October 30th, due to present industrial depression, our work to a large extent has been confined to finding positions for men.

As weekly reports have been filed with the Bureau at Harrisburg for the past year, giving number of applicants, men referred to positions, and number of men receiving positions, they will not be repeated in this report.

The actual interviewing and placement work is divided into substantially four Departments:

SKILLED TRADES AND APPRENTICESHIPS:

W. H. Chambers, Examiner, assisted by T. T. Gilbert, who acts both as Assistant Examiner and as Clerk to Mr. Chambers.

This Department handles the skilled construction and industrial trades, such as machinists, engineers, firemen, carpenters, electricians, shipyard workers, etc. A large volume of its business is also done with hotels, public and private institutions, in supplying them with attendants, chefs, kitchen help, etc.

FARM DEPARTMENT:

In charge of S. J. Moffit.

The work of this Department has been confined to a large extent to Philadelphia, Chester, Delaware, Montgomery, Bucks, and Northampton Counties. The placement work of this Department is more difficult than and other line of placement work, owing to the obvious difficulty in keeping in close and frequent touch with the farmer and in checking up the openings he may have. Because of this condition, the office designated Monday of each week for the special purpose of handling farm labor, farmers being urged to come to the office on that day so that they might interview, employ, and escort the men selected to their respective farms. The Farm Bureau operates, however, on the other week days, but experience has shown that by making a special drive on one particular day in the week, best results can be obtained from the standpoint both of the employer and of the applicant. In addition to hundreds of the smaller farms in the counties named, many of the large private estates, dairies and model farms of the Philadelphia district, were supplied with general farm hands, dairymen, horticulturists, harvest hands, etc. A considerable number of college and high school students were placed on large estates during the summer months in farm work of a varying nature.

TECHNICAL AND PROFESSIONAL DEPARTMENT:

In charge of H. I. Wingert.

This Department was created after the closing down of the Soldiers' and Sailors' Booth in the City Hall Plaza; and handles technical, civil and production engineers, draftsmen, salesmen, stenographers, typists, clerks, and all classes of professional and office positions.

COMMON LABOR:

In charge of T. F. Deegan, who in addition to this work, conducts the Information Desk at the Main Entrance to the offices.

Experience has shown us that best results, as a general rule, can be obtained from the standpoint both of the employer and of the applicant by encouraging manufacturers in need of a considerable number of men to send their representatives to the office, where space is assigned to them and where applicants are referred to them by the Information Desk. This practice has brought about a personal acquaintance between the company representatives and the various members of the State force, which otherwise could not have been effected except by personal calls at the plants themselves.

The office has had as many as eighteen company representatives stationed here on a given day, while for the past year there has been a daily average of seven

representatives of employers stationed at the office, either for a day or for a longer period.

Below is a list of the larger industries of both the Philadelphia district and the State at large, which have had their employment representatives detailed here for a period of three months or longer:

Midvale Steel and Ordnance Company.
 Baltimore and Ohio Railroad.
 Pennsylvania Railroad.
 Philadelphia Rapid Transit Company.
 Merchant Shipbuilding Corporation, Bristol.
 Chester Shipbuilding Corporation, Chester.
 Hog Island Shipyard.
 Sun Shipbuilding Corporation, Chester.
 Cambria Steel Company, Johnstown.
 Arthur G. McKee Company, Catasauqua and Hokendauqua.
 Semet-Solvay Company, Johnstown.
 Dwight P. Robinson Company, Seward.
 Philadelphia Navy Yard.
 Tygert and Allen Fertilizing Works.
 Atlantic Refining Company.
 Baugh and Sons.
 Bethlehem Shipbuilding Corporation.
 Day and Zimmerman.
 Keystone Watchcase Company.
 Penn Seaboard Company.
 Philadelphia and Reading Railroad, Marine Department.
 Westinghouse, Church and Kerr.
 Pennsylvania General Hospital.
 Bethlehem Steel Company.

The success of the office in serving industries and construction operation outside the Philadelphia district has largely been due to the Clearance House at Harrisburg and to the assistance given this office by the other State officers; in fact, during the present industrial depression nearly ninety per cent. of our placements have been with mining, construction companies and industrial plants, which have sent their representatives to this office as the direct result of solicitation on the part of the superintendents of the different offices, particularly Johnstown, Altoona and Scranton.

Very quick and effective cooperation has been extended to the office by the Bureau of Mediation and Arbitration, in keeping us advised of the prevalence of strikes and industrial disputes in the Philadelphia district, as well as in notifying us promptly of the termination of such disputes. This cooperation has enabled us to steer clear of complaints of both manufacturers and labor organizations who might otherwise have filed complaints with the Bureau for showing partiality in disputes which arise between them. On the other hand, the office has been able to place the Bureau of Mediation and Arbitration in touch with industrial disputes which have come to its notice through the thousands of applicants and employers who have been in touch with the office either in person or by telephone.

It has been the practice of a number of the larger industries, after withdrawing their representatives, to mail or telephone to the office daily a list of their labor requisitions, so that the office's interviewers may interview applicants and refer them to the plants in question. This practice has been followed especially by the Philadelphia Navy Yard, Merchants Shipbuilding Company at Chester, Westinghouse Electric Company at Chester, and Baldwin Locomotive Works.

In the case of women applicants it has been the practice of the office to refer the comparatively few who apply to the Young Women's Christian Association at 1800 Arch Street, which conducts a free Employment Agency for women. However, when orders are received by the office from employers for female help, particularly in the case of office employes, we are able usually to refer qualified applicants directly to them, either from our list of those who have already applied or by getting in touch with large industries which may be reducing their forces, or who have a large surplus of applicants.

The closest cooperation has been effected with the Bureau of Rehabilitation, now stationed at this address. The matter of obtaining suitable employment for those physically handicapped is so broad in its scope, that it is impractical to cover it in this report.

The office has been in almost daily touch with such organizations as the American Red Cross, Knights of Columbus, Emergency Aid, American Legion, Department of Public Welfare, Salvation Army, and others.

The Junior Department section of the Board of Compulsory Education has assisted us materially in the matter of employment for boys sixteen years of age and under.

For years, the employment center for Marine help has been along the Delaware River water front, but upon the detailing of a representative to this office by the Marine Department of the Reading Railroad a very large volume of business was brought to this office. The number of orders became so large from steamship companies engaged in coastwise and river transportation, that a Marine Department was established. However, two months ago, there was such a pronounced reaction, that this Department has for the present been abolished. It will doubtless be advisable at a later date to reestablish it.

In addition to representatives of industrial concerns, there have been stationed daily at this office for the past two years, recruiting sergeants of the United States Coast Guard, Navy, Marines and Army, who, subject to slight restrictions, have been permitted to recruit men for their respective services. This practice has not only been of great assistance to these branches of the Federal Government, but

has afforded the office an outlet for hundreds of men who, because either of slight physical short-comings or of lack of training, could not easily be placed in industrial positions. It has been the experience of the office that men who have served a peace time enlistment of three or more years, particularly in the Navy or Coast Guard, are comparatively easily placed with industries upon the completion of their enlistment, due to the mechanical and highly technical training they received while in the service.

STATE EMPLOYMENT OFFICE

PITTSBURGH, PA.

A concise report of the activities of the Pittsburgh Office for the year 1920 is as follows:

| | |
|---|---------|
| Number of applicants seeking employment, .. | 140,395 |
| Number referred to employment, | 110,195 |
| Number employed, | 107,583 |
| Number of persons asked for by employers, .. | 152,929 |
| Number of firms and individual employers
using the office, | 3,149 |
| Number of companies special representatives
using this office as headquarters for their
source of labor supply, | 133 |

The total number of 107,583 persons, receiving positions, was for the following occupations:

- 28,080 skilled and semi-skilled.
- 3,403 clerical, technical, etc.
- 11,560 miscellaneous.
- 6,773 women.
- 57,767 common laborers (white and colored).

Please note under the occupation of miscellaneous a total of 11,560 which belongs practically to the skilled or semi-skilled class, and which added to the number of skilled and semi-skilled would make a total of 39,640 placements of the skilled and semi-skilled type.

All classes of workmen referred to employment from this office have been men of unusually high type, with the possible exception of the common labor, which in the past three or more years has been, more or less, of the "floating" type, which has practically been the only class available, not only in this district but elsewhere as well. The women referred, numbering 6,773, were for clerical, factory, domestic and general work. The development of our Women's Division has been retarded by the lack of suitable quarters, because our present location has been occupied only during the last three months.

Practically all men referred from this office for employment have been directed to Pennsylvania employers for work within the Pittsburgh industrial district and State, or to their operations outside of these limits. Practically all the placements recorded of common labor were piloted directly to places of employment.

Attention is called to the fact that during the year 32,812 more persons applied for work to this office than were referred to employment. Of this surplus of applicants, 17,431 were recorded during the months of November and December.

The largest number of workmen referred to a single employer was to the Pennsylvania Railroad for employment in this regional district. Large numbers of men were also referred to the P. & L. E. R.R., as well as the B. & O. R. R., and to private railroads; and the service rendered to these companies carried resultant benefits to every manufacturer and business interest in this district. Among the 3,149 employers availing themselves of the use of this office are listed all the largest employers of labor, representing every phase of industry in this district.

The following figures will enable the reader to trace the growth of the activities of the Pittsburgh Office since its inception in this district:—

| | |
|-------------------------|----------------|
| 1916 (10 months), | 6,119 placed |
| 1917, | 8,748 placed |
| 1918, | 46,000 placed |
| 1919, | 75,068 placed |
| 1920, | 107,583 placed |

From August 1, 1918 to March 22, 1919 this office worked in cooperation with the United States Employment Service.

STATE EMPLOYMENT OFFICE

SCRANTON, PA.

The total number of persons registered aggregates 5,570, divided as follows: soldiers 1,168, civilians 4,055, women 347. In the same time we have had requisitions for 8,097 men and 399 women or a total of 8,496. During the year 1920, we have placed 853 soldiers, 2,906 civilians and 259 women, or a total of 4,018.

The seeming large number of requisitions is due to the fact that these men were and are needed in and about the anthracite mines, principally miners and miners' laborers. In the anthracite region, embracing seven counties in the State of Pennsylvania, it is estimated, and we believe conservatively, that upwards of 20,000 additional men could readily find immediate employment in and about the mines.

The desire on the part of many people already employed to secure less arduous work at increased remuneration, while possibly commendable, is fraught with danger to the employe and to the employer as well. In every such case we have used our best endeavor to convince these men that it is never safe to give up one job until another and a better one is positively secured.

In this direction we have met with commendable success, and hundreds of men and women have upon our advice continued in their regular vocation. We are more pleased with retentions and believe that we are thus rendering a greater service to employes and employers than to place a like number of applicants, at the time unemployed. One of the great curses placed upon industry is the large turnover of labor prevalent in this country, and we can do no better than to work energetically and systematically to overcome this tendency and to reduce the turnover to a minimum. To this end there can be no question but that the State Employment Bureau, whose service is rendered without cost to either employer or to employe, will tend to eliminate private employment agencies, whose income depends largely upon the turnover of labor.

Another condition we have had to contend with is the tendency on the part of young men to overestimate their ability and a consequent insistence upon placing their salary demands above the opportunity. It has been our good fortune to convince many such of the error of their reasoning, who, having accepted the positions we were able to offer them, have with rare exceptions, made good and at this time are commanding salaries beyond their fondest dreams.

The Representative Council of the Scranton Employment Office has shown commendable and painstaking interest in the work, and is doing yeoman service in advancing the interests of the office. We confidently predict a boardening field and increased influence of the Council.

It is also worthy of special note that employers generally, are more than ever appreciating the value of this service, and are co-operating with us more heartily than ever before.

In the immigration from Holland we see a partial solution, at least, of the farm labor question. These immigrants are, in the main, an agricultural people, given to farm work and dairying. We have been successful in interesting many farmers in this district in these people to such an extent that five or ten families can and will be placed in close proximity to each other, with comfortable housing facilities, thus making them less liable to become homesick and discouraged.

While realizing the spirit of unrest and unemployment incident to every move of history, we have an abiding faith in the recuperative powers of our country and its people, and believe that the future is bright with the signs of promise.

December 20, 1919 to December 20, 1920.

| | Registered | Wanted | Placed |
|------------------|--------------|--------------|--------------|
| Soldiers, ----- | 1,168 | ----- | 853 |
| Civilians, ----- | 4,055 | 8,097 | 2,906 |
| Women, ----- | 347 | 399 | 259 |
| | <u>5,570</u> | <u>8,496</u> | <u>4,018</u> |

REPORT ON SOLDIERS.

December 20, 1919 to September 11, 1920.

| Trade | Registered | Placed |
|-----------------------------|--------------|------------|
| Agriculture, ----- | 15 | 13 |
| Building trades, ----- | 28 | 15 |
| Machinery and metals, ----- | 171 | 106 |
| Clerical, ----- | 70 | 42 |
| Transportation, ----- | 78 | 44 |
| Sales, ----- | 35 | 25 |
| Common labor, ----- | 628 | 481 |
| Miscellaneous, ----- | 143 | 127 |
| | <u>1,168</u> | <u>853</u> |

REPORT ON CIVILIANS.

December 20, 1919 to December 20, 1920.

| Trade | Registered | Wanted | Placed |
|-----------------------------|--------------|--------------|--------------|
| Agriculture, ----- | 181 | 340 | 125 |
| Building trades, ----- | 89 | 217 | 64 |
| Machinery and metals, ----- | 551 | 477 | 290 |
| Clerical, ----- | 184 | 145 | 95 |
| Transportation, ----- | 199 | 170 | 85 |
| Sales, ----- | 59 | 126 | 43 |
| Common labor, ----- | 2,257 | 5,042 | 1,844 |
| Miscellaneous, ----- | 535 | 1,580 | 360 |
| | <u>4,055</u> | <u>8,097</u> | <u>2,906</u> |

REPORT ON WOMEN.

December 20, 1919 to December 20, 1920.

| Trade | Registered | Wanted | Placed |
|--------------------------------|------------|------------|------------|
| Clerical, ----- | 54 | 35 | 24 |
| Sales, ----- | 14 | 10 | 9 |
| Factory, ----- | 35 | 42 | 33 |
| Hotel and institutional, ----- | 55 | 47 | 39 |
| Laundry, ----- | 45 | 42 | 40 |
| Scrub women, ----- | 21 | 14 | 13 |
| Domestics, ----- | 76 | 157 | 61 |
| Miscellaneous, ----- | 47 | 52 | 40 |
| | <u>347</u> | <u>399</u> | <u>259</u> |

STATE EMPLOYMENT OFFICE**WILLIAMSPORT, PA.**

This office was opened for business, September 16, 1920, after being closed from December 1, 1919 (10 months).

Activities of this office have consisted in making surveys of the district and in securing data pertaining to the labor situation in general. This has been accomplished mostly by personal interviews with employers in Williamsport and immediate vicinity. The district outside of the city has been reached by correspondence, questionnaires, telephone, etc. The outlying districts consist of Lycoming, Sullivan, Northumberland, Clinton, Union, Snyder, Montour, Bradford, Tioga, Potter, and Cameron Counties. We have also sent a number of men into Elk County.

This office have received applications from 996 men and 77 women; and has secured jobs for and placed at work, 656 men and 40 women, since the reopening of the office on September 16, 1920.

REPORT OF DIVISION OF LICENSED AGENTS--1920.

| | | |
|--|-------|-----------|
| Number of complaints on fees, ----- | 216 | |
| Decisions given in favor of agents, ----- | 83 | |
| Amount involved, ----- | | \$394 35 |
| Decisions given in favovr of complainants, ----- | 134 | |
| Amount involved, ----- | | 1,508 01 |
| Number of investigations and inspections, ----- | 1,679 | |
| Violations of law and rules discovered, ----- | 62 | |
| Number of licenses issued, ----- | 277 | |
| Amount turned into State Treasury, ----- | | 13,850 00 |
| Number of locations changed, ----- | 23 | |
| Number of licenses surrendered, ----- | 8 | |
| Number of licenses revoked, ----- | 8 | |
| Number of licenses regranted, ----- | 3 | |
| Number of prosecutions, ----- | 2 | |
| Number of wage complaints of aliens, ----- | 28 | |
| Amount of wage recovered, ----- | | 912 16 |
| Number of licenses refused, ----- | 7 | |

The 277 licenses issued during the fiscal year beginning October 1, 1919 and ending September 30, 1920, are classified, divided, and located as follows:

| | Philadelphia | Pittsburgh | Other Places |
|-----------------------------------|--------------|------------|--------------|
| General agents, ----- | 116 | 23 | 17 |
| Domestic agents, ----- | 9 | 6 | 2 |
| Booking agents, ----- | 41 | 4 | --- |
| Labor agents, ----- | 20 | 10 | 1 |
| Detective agents, ----- | 8 | --- | 1 |
| Executive, technical, etc., ----- | 1 | 3 | --- |
| Nurses agents, ----- | 5 | 1 | 1 |
| Farm agents, ----- | 3 | --- | --- |
| Commissary agents, ----- | --- | 5 | --- |
| | 203 | 52 | 22 |

Grand total, 277.

PLACEMENT WORK OF PRIVATE EMPLOYMENT AGENTS.

from

October 1, 1919 to September 30, 1920.

| | Philadelphia | Pittsburgh | Other Places | Total |
|------------------|--------------|------------|--------------|---------|
| October, ----- | 6,235 | 4,284 | 329 | 10,848 |
| November, ----- | 7,087 | 4,470 | 579 | 12,136 |
| December, ----- | 4,452 | 3,628 | 456 | 8,536 |
| January, ----- | 6,954 | 7,187 | 616 | 14,757 |
| February, ----- | 7,303 | 5,895 | 571 | 13,769 |
| March, ----- | 7,027 | 7,021 | 457 | 14,505 |
| April, ----- | 7,727 | 5,568 | 401 | 13,696 |
| May, ----- | 10,095 | 8,064 | 571 | 18,730 |
| June, ----- | 7,777 | 5,835 | 498 | 14,110 |
| July, ----- | 8,277 | 7,157 | 487 | 15,921 |
| August, ----- | 5,808 | 5,339 | 419 | 11,566 |
| September, ----- | 6,568 | 4,538 | 482 | 11,588 |
| Total, ----- | 85,310 | 68,986 | 5,866 | 160,162 |

Grand total, 160,162.

The following is report for months of October, November, and up to and including the 25th of December 1920:

| | | |
|--|-----|-----------|
| Number of complaints on fees, ----- | 53 | |
| Decisions given in favor of agents, ----- | 14 | |
| Amount involved, ----- | | \$78 90 |
| Decisions given in favor of complainant, ----- | 39 | |
| Amount involved, ----- | | 171 96 |
| Number of inspections made, ----- | 791 | |
| Violations of law and rules discovered, ----- | 12 | |
| Number of licenses issued, ----- | 254 | |
| Amount turned in to State Treasury, ----- | | 12,700 00 |
| Number of locations changed, ----- | 7 | |
| Number of licenses surrendered, ----- | 5 | |
| Number of wage complaints of aliens, ----- | 7 | |
| Amount involved, ----- | | 235 20 |
| Number of licenses refused, ----- | 2 | |

PLACEMENT WORK OF PRIVATE EMPLOYMENT AGENTS.

October, 1920.

| Week of ----- | 2 | 9 | 16 | 23 | 30 | |
|---------------------|-------|-------|-------|-------|-------|--------|
| Philadelphia, ----- | 1,866 | 1,784 | 1,821 | 2,014 | 1,791 | 9,276 |
| Pittsburgh, ----- | 872 | 1,163 | 1,383 | 1,609 | 1,539 | 6,566 |
| Other places, ----- | 113 | 118 | 98 | 81 | 141 | 551 |
| Total, ----- | 2,851 | 3,065 | 3,302 | 3,704 | 3,471 | 16,393 |

Grand total, 16,393.

PLACEMENT WORK OF PRIVATE EMPLOYMENT AGENTS.

November, 1920.

| Week of ----- | 6 | 13 | 20 | 27 | |
|---------------------|-------|-------|-------|-------|--------|
| Philadelphia, ----- | 1,537 | 1,554 | 1,265 | 1,285 | 5,641 |
| Pittsburgh, ----- | 1,526 | 1,423 | 1,309 | 1,432 | 5,690 |
| Other places, ----- | 151 | 132 | 83 | 137 | 503 |
| Total, ----- | 3,214 | 3,109 | 2,657 | 2,854 | 11,834 |

Grand total, 11,834.

PLACEMENT WORK OF PRIVATE EMPLOYMENT AGENTS.

December, 1920.

| Week of ----- | 4 | 11 | 18 | 25 | |
|---------------------|-------|-------|-------|-----|-------|
| Philadelphia, ----- | 1,283 | 1,014 | 1,043 | 428 | 3,768 |
| Pittsburgh, ----- | 1,067 | 994 | 737 | 276 | 3,074 |
| Other places, ----- | 85 | 82 | 105 | 1 | 273 |
| Total, ----- | 2,435 | 2,090 | 1,885 | 705 | 7,115 |

Grand total, 7,115.

PLACEMENT WORK OF PRIVATE EMPLOYMENT AGENCIES.

from

January 1, 1920 to January 1, 1921.

| | Philadelphia | Pittsburgh | Other Places | Total |
|------------------|--------------|------------|--------------|---------|
| January, ----- | 6,954 | 7,187 | 616 | 14,757 |
| February, ----- | 7,303 | 5,895 | 571 | 13,769 |
| March, ----- | 7,027 | 7,021 | 457 | 14,505 |
| April, ----- | 7,727 | 5,568 | 461 | 13,696 |
| May, ----- | 10,095 | 8,064 | 571 | 18,730 |
| June, ----- | 7,777 | 5,835 | 498 | 14,110 |
| July, ----- | 8,277 | 7,157 | 487 | 15,921 |
| August, ----- | 5,808 | 5,339 | 419 | 11,566 |
| September, ----- | 6,568 | 4,538 | 482 | 11,588 |
| October, ----- | 9,276 | 6,566 | 551 | 16,393 |
| November, ----- | 5,641 | 5,690 | 503 | 11,834 |
| December, ----- | 3,768 | 3,074 | 273 | 7,115 |
| Total, ----- | 86,221 | 71,934 | 5,829 | 163,984 |

Grand total, 163,984.

PENNSYLVANIA STATE EMPLOYMENT BUREAU.

ANNUAL STATISTICAL REPORT.

For the Year Ending December 31, 1920.

| | Persons
applying for
positions | Persons
asked for by
employers | Persons
sent to
positions | Persons
receiving
positions |
|--------------------------------|--------------------------------------|--------------------------------------|---------------------------------|-----------------------------------|
| Soldiers (to Oct. 1st), ----- | 31,699 | 17,163 | 30,186 | 29,659 |
| Civilians (to Oct. 1st), ----- | 145,639 | 390,201 | 133,603 | 124,773 |
| Men (Oct. 1 to Dec. 31), ----- | 103,392 | 118,502 | 55,853 | 51,674 |
| Women (to Dec. 31st), ----- | 30,213 | 32,016 | 23,060 | 21,690 |
| Total for 1920, ----- | 310,943 | 557,882 | 242,702 | 227,796 |

NOTE.

During January, February, March and April of the year 1920, the method of tabulating the activities of the State Employment Bureau consisted in giving the aggregate of the number of persons applying for positions, the number of persons asked for by employers, the number sent to positions and the number receiving positions. The reports for these four months show our activities in behalf of SOLDIERS, CIVILIANS and WOMEN. The aggregates are the sums total for all these classes of applicants during the first four months of the year.

Beginning May 1st, the reports not only showed the work for Soldiers, Civilians and Women, but the new forms were so arranged that there were eight sub-headings showing the lines of work in which people desired to engage, or for which employes were sought. For Soldiers and Civilians these are as follows: Agriculture, Building Trades, Machinery and Metals, Clerical, Transportation, Sales, Common Labor and Miscellaneous. For Women they are Clerical, Sales, Factory, Hotel and Institutional, Laundry, Scrub Women, Domestic Service and Miscellaneous.

Beginning October 1st, the Bureau ceased to make a separate report for Soldiers but merged it with the report for Civilians under the main heading MEN. From this date the reports were made under the Main Headings MEN and WOMEN with the sub-headings remaining the same.

PENNSYLVANIA STATE EMPLOYMENT BUREAU.

Grand Total of Operations Monthly, by Offices, for the Year Ending December
31, 1920.

PERSONS APPLYING FOR POSITIONS.

| | Harrisburg | Philadelphia | Seranton | Altoona | Erie | Johnstown | McKeesport | Pittsburgh | New Kensington | Williamsport | Total by months |
|------------|------------|--------------|----------|---------|-------|-----------|------------|------------|----------------|--------------|-----------------|
| Jan., --- | 514 | 6,989 | 368 | ----- | 325 | 1,034 | 2,358 | 13,711 | ----- | ----- | 25,299 |
| Feb., --- | 385 | 5,323 | 269 | 232 | 207 | 302 | 1,296 | 9,206 | ----- | ----- | 17,220 |
| March, -- | 447 | 6,527 | 332 | 707 | 189 | 424 | 958 | 8,911 | ----- | ----- | 18,495 |
| April, --- | 494 | 5,733 | 345 | 774 | 278 | 407 | 889 | 8,410 | ----- | ----- | 17,330 |
| May, ---- | 637 | 7,196 | 431 | 1,469 | 624 | 697 | 678 | 12,268 | ----- | ----- | 24,000 |
| June, ---- | 618 | 5,806 | 383 | 1,722 | 651 | 500 | 579 | 8,881 | ----- | ----- | 19,140 |
| July, ---- | 686 | 8,540 | 540 | 2,109 | 934 | 564 | 855 | 12,370 | ----- | ----- | 26,598 |
| Aug., --- | 460 | 10,630 | 422 | 1,445 | 653 | 526 | 764 | 10,289 | ----- | ----- | 25,189 |
| Sept., --- | 526 | 9,813 | 551 | 1,402 | 575 | 550 | 691 | 10,586 | 36 | 60 | 24,790 |
| Oct., --- | 533 | 14,175 | 702 | 1,673 | 908 | 710 | 919 | 15,002 | 182 | 378 | 35,182 |
| Nov., --- | 516 | 10,484 | 631 | 1,340 | 660 | 969 | 792 | 12,354 | 326 | 374 | 28,446 |
| Dec., --- | 641 | 24,727 | 563 | 2,103 | 557 | 1,028 | 544 | 18,406 | 383 | 302 | 49,254 |
| Total, -- | 6,457 | 115,943 | 5,537 | 14,976 | 6,561 | 7,711 | 11,323 | 140,394 | 927 | 1,114 | 310,943 |

PERSONS ASKED FOR BY EMPLOYERS.

| | | | | | | | | | | | |
|------------|--------|---------|-------|--------|-------|--------|--------|---------|-------|-------|---------|
| Jan., --- | 536 | 15,268 | 565 | ----- | 316 | 5,250 | 1,746 | 17,166 | ----- | ----- | 40,847 |
| Feb., --- | 411 | 13,129 | 411 | 2,603 | 202 | 4,502 | 1,075 | 13,125 | ----- | ----- | 35,458 |
| March, -- | 532 | 11,799 | 410 | 3,626 | 312 | 6,071 | 1,179 | 11,980 | ----- | ----- | 35,909 |
| April, --- | 559 | 16,544 | 370 | 4,282 | 914 | 4,779 | 1,208 | 11,033 | ----- | ----- | 39,689 |
| May, ---- | 689 | 27,585 | 579 | 6,593 | 702 | 3,385 | 565 | 12,063 | ----- | ----- | 52,161 |
| June, ---- | 592 | 24,953 | 561 | 5,936 | 425 | 3,238 | 559 | 13,216 | ----- | ----- | 49,480 |
| July, ---- | 700 | 34,685 | 554 | 7,180 | 865 | 3,105 | 691 | 14,536 | ----- | ----- | 62,316 |
| Aug., --- | 880 | 31,997 | 703 | 9,894 | 733 | 2,300 | 1,037 | 13,432 | ----- | ----- | 60,976 |
| Sept., --- | 1,369 | 24,444 | 636 | 4,351 | 521 | 6,430 | 1,034 | 13,017 | 107 | 506 | 52,415 |
| Oct., --- | 2,191 | 28,192 | 1,309 | 4,826 | 709 | 8,081 | 1,276 | 17,985 | 311 | 1,054 | 65,934 |
| Nov., --- | 797 | 11,486 | 1,691 | 3,132 | 489 | 5,248 | 611 | 10,083 | 351 | 236 | 34,124 |
| Dec., --- | 1,707 | 10,107 | 569 | 1,979 | 330 | 6,861 | 387 | 6,116 | 340 | 177 | 28,573 |
| Total, --- | 10,963 | 250,189 | 8,358 | 54,402 | 6,518 | 59,250 | 11,368 | 153,752 | 1,109 | 1,973 | 557,882 |

PERSONS SENT TO POSITIONS.

| | | | | | | | | | | | |
|------------|-------|--------|-------|--------|-------|-------|-------|---------|-------|-------|---------|
| Jan., --- | 430 | 7,142 | 325 | ----- | 254 | 532 | 731 | 12,340 | ----- | ----- | 21,754 |
| Feb., --- | 361 | 5,327 | 207 | 243 | 171 | 217 | 788 | 8,205 | ----- | ----- | 15,519 |
| March, -- | 439 | 6,527 | 297 | 604 | 151 | 279 | 689 | 7,821 | ----- | ----- | 16,807 |
| April, --- | 486 | 5,733 | 295 | 687 | 257 | 299 | 560 | 7,350 | ----- | ----- | 15,661 |
| May, ---- | 612 | 7,226 | 360 | 1,317 | 585 | 535 | 485 | 10,736 | ----- | ----- | 21,856 |
| June, ---- | 568 | 5,860 | 346 | 1,568 | 552 | 433 | 496 | 7,502 | ----- | ----- | 17,325 |
| July, ---- | 648 | 8,541 | 438 | 1,939 | 891 | 514 | 708 | 10,533 | ----- | ----- | 24,212 |
| Aug., --- | 445 | 10,630 | 348 | 1,326 | 601 | 463 | 638 | 9,058 | ----- | ----- | 23,509 |
| Sept., --- | 495 | 9,423 | 450 | 1,290 | 527 | 515 | 626 | 9,448 | 24 | 31 | 22,829 |
| Oct., --- | 498 | 11,350 | 607 | 1,494 | 784 | 679 | 804 | 13,334 | 158 | 277 | 29,985 |
| Nov., --- | 469 | 5,535 | 495 | 970 | 497 | 896 | 592 | 8,912 | 279 | 272 | 18,917 |
| Dec., --- | 496 | 4,861 | 310 | 1,691 | 363 | 844 | 367 | 4,898 | 318 | 180 | 14,328 |
| Total, --- | 5,941 | 88,155 | 4,478 | 13,129 | 5,633 | 6,206 | 7,484 | 110,137 | 779 | 760 | 242,702 |

PERSONS RECEIVING POSITIONS.

| | Harrisburg | Philadelphia | Scranton | Altoona | Erie | Johnstown | McKeesport | Pittsburgh | New Kensington | Williamsport | Total by months |
|-------------|------------|--------------|----------|---------|-------|-----------|------------|------------|----------------|--------------|-----------------|
| Jan., ---- | 438 | 6,190 | 298 | ----- | 225 | 498 | 731 | 12,136 | ----- | ----- | 20,516 |
| Feb., ---- | 320 | 4,750 | 187 | 222 | 139 | 212 | 718 | 8,042 | ----- | ----- | 14,590 |
| March, --- | 384 | 5,431 | 269 | 584 | 131 | 267 | 630 | 7,653 | ----- | ----- | 15,349 |
| April, ---- | 444 | 4,888 | 269 | 684 | 208 | 283 | 537 | 7,202 | ----- | ----- | 14,515 |
| May, ---- | 545 | 6,775 | 318 | 1,304 | 452 | 521 | 442 | 10,440 | ----- | ----- | 20,797 |
| June, ---- | 504 | 5,466 | 289 | 1,565 | 450 | 384 | 354 | 7,390 | ----- | ----- | 16,402 |
| July, ---- | 579 | 8,047 | 363 | 1,935 | 708 | 438 | 531 | 10,224 | ----- | ----- | 22,825 |
| Aug., ---- | 393 | 10,129 | 299 | 1,313 | 516 | 405 | 541 | 8,960 | ----- | ----- | 22,556 |
| Sept., --- | 458 | 8,782 | 373 | 1,290 | 468 | 461 | 551 | 9,297 | 24 | 30 | 21,734 |
| Oct., ---- | 434 | 10,425 | 536 | 1,494 | 668 | 635 | 731 | 13,012 | 153 | 255 | 28,343 |
| Nov., ---- | 407 | 4,520 | 425 | 968 | 445 | 833 | 486 | 8,609 | 265 | 258 | 17,216 |
| Dec., ---- | 452 | 3,973 | 266 | 1,688 | 320 | 779 | 276 | 4,722 | 303 | 174 | 12,953 |
| Total, --- | 5,358 | 79,376 | 3,892 | 13,047 | 4,730 | 5,716 | 6,528 | 107,687 | 745 | 717 | 227,796 |

PENNSYLVANIA STATE EMPLOYMENT BUREAU.

SUMMARY BY MONTHS.

For the Year Ending December 31, 1920.

SOLDIERS.

| | Persons
applying for
positions | Persons
asked for by
employers | Persons
sent to
positions | Persons
receiving
positions |
|------------------|--------------------------------------|--------------------------------------|---------------------------------|-----------------------------------|
| January, ----- | 4,242 | 1,760 | 3,793 | 3,721 |
| February, ----- | 2,917 | 1,704 | 2,633 | 2,629 |
| March, ----- | 2,776 | 2,500 | 2,664 | 2,611 |
| April, ----- | 2,740 | 1,571 | 2,624 | 2,561 |
| May, ----- | 4,149 | 2,392 | 4,038 | 3,978 |
| June, ----- | 3,802 | 2,155 | 3,723 | 3,771 |
| July, ----- | 4,488 | 2,122 | 4,348 | 4,238 |
| August, ----- | 3,481 | 1,754 | 3,389 | 3,331 |
| September, ----- | 3,104 | 1,205 | 2,924 | 2,819 |
| October, ----- | ----- | ----- | ----- | ----- |
| November, ----- | ----- | ----- | ----- | ----- |
| December, ----- | ----- | ----- | ----- | ----- |
| Total, ----- | 31,699 | 17,163 | 30,186 | 29,659 |

(No separate record kept of soldiers; they were merged with civilians from Oct. 1st.)

CIVILIANS.

| | | | | |
|------------------|---------|---------|---------|---------|
| January, ----- | 19,643 | 36,513 | 16,940 | 15,784 |
| February, ----- | 13,267 | 32,446 | 11,972 | 11,163 |
| March, ----- | 14,042 | 32,198 | 12,887 | 11,566 |
| April, ----- | 12,587 | 35,753 | 11,497 | 10,472 |
| May, ----- | 16,969 | 46,754 | 15,622 | 14,763 |
| June, ----- | 12,602 | 44,536 | 11,570 | 10,715 |
| July, ----- | 18,263 | 56,910 | 17,084 | 16,001 |
| August, ----- | 19,050 | 56,831 | 18,136 | 17,288 |
| September, ----- | 19,316 | 48,260 | 17,895 | 17,016 |
| October, ----- | 31,748 | 61,195 | 27,129 | 25,689 |
| November, ----- | 25,625 | 31,721 | 16,822 | 15,308 |
| December, ----- | 45,919 | 25,586 | 11,902 | 10,677 |
| Total, ----- | 249,031 | 508,703 | 189,456 | 176,447 |

WOMEN.

| | | | | |
|------------------|--------|--------|--------|--------|
| January, ----- | 1,432 | 1,581 | 945 | 928 |
| February, ----- | 1,118 | 1,301 | 940 | 865 |
| March, ----- | 1,677 | 2,211 | 1,256 | 1,174 |
| April, ----- | 2,003 | 2,365 | 1,540 | 1,482 |
| May, ----- | 2,882 | 3,015 | 2,196 | 2,056 |
| June, ----- | 2,736 | 2,789 | 2,032 | 1,916 |
| July, ----- | 3,847 | 3,284 | 2,780 | 2,586 |
| August, ----- | 2,658 | 2,391 | 1,984 | 1,947 |
| September, ----- | 2,370 | 2,950 | 2,010 | 1,899 |
| October, ----- | 3,434 | 4,739 | 2,856 | 2,654 |
| November, ----- | 2,721 | 2,403 | 2,095 | 1,908 |
| December, ----- | 3,335 | 2,987 | 2,426 | 2,275 |
| Total, ----- | 30,213 | 32,016 | 23,060 | 21,690 |

PENNSYLVANIA STATE EMPLOYMENT BUREAU.

SUMMARY BY OCCUPATIONS.

For the Five Months from May 1 to September 30, 1920, Inclusive.

SOLDIERS.

| | Persons
applying for
positions | Persons
asked for by
employers | Persons
sent to
positions | Persons
receiving
positions |
|-----------------------------|--------------------------------------|--------------------------------------|---------------------------------|-----------------------------------|
| Agriculture, ----- | 164 | 101 | 156 | 147 |
| Building trades, ----- | 1,251 | 950 | 1,144 | 1,113 |
| Machinery and metals, ----- | 4,305 | 3,505 | 4,185 | 4,091 |
| Clerical, ----- | 405 | 171 | 318 | 275 |
| Transportation, ----- | 1,217 | 913 | 1,109 | 1,088 |
| Sales, ----- | 92 | 31 | 74 | 65 |
| Common labor, ----- | 9,427 | 2,317 | 9,389 | 9,255 |
| Miscellaneous, ----- | 2,163 | 1,640 | 2,047 | 1,997 |
| Total, ----- | 19,024 | 9,628 | 18,422 | 18,031 |

CIVILIANS.

| | | | | |
|-----------------------------|--------|---------|--------|--------|
| Agriculture, ----- | 2,915 | 3,004 | 2,693 | 2,612 |
| Building trades, ----- | 5,577 | 20,787 | 5,099 | 4,624 |
| Machinery and metals, ----- | 16,521 | 48,293 | 15,786 | 14,481 |
| Clerical, ----- | 3,380 | 2,979 | 2,648 | 2,414 |
| Transportation, ----- | 3,959 | 13,614 | 3,074 | 2,904 |
| Sales, ----- | 364 | 829 | 291 | 240 |
| Common labor, ----- | 42,857 | 132,764 | 42,159 | 40,654 |
| Miscellaneous, ----- | 10,628 | 30,886 | 8,507 | 7,845 |
| Total, ----- | 86,201 | 253,156 | 80,257 | 75,783 |

MEN.

For the Three Months from October 1 to December 31, 1920, Inclusive

| | | | | |
|-----------------------------|---------|---------|--------|--------|
| Agriculture, ----- | 2,333 | 1,028 | 727 | 688 |
| Building trades, ----- | 7,382 | 8,667 | 4,711 | 4,219 |
| Machinery and metals, ----- | 20,629 | 25,395 | 14,207 | 12,793 |
| Clerical, ----- | 2,741 | 1,523 | 1,409 | 1,195 |
| Transportation, ----- | 2,270 | 3,209 | 1,275 | 1,176 |
| Sales, ----- | 518 | 430 | 320 | 269 |
| Common labor, ----- | 52,576 | 44,539 | 25,443 | 24,454 |
| Miscellaneous, ----- | 14,843 | 33,712 | 7,761 | 6,880 |
| Total, ----- | 103,292 | 118,503 | 55,853 | 51,674 |

WOMEN.

For the Eight Months from May 1 to December 31, 1920. Inclusive.

| | | | | |
|--------------------------------|--------|--------|--------|--------|
| Clerical, ----- | 2,452 | 1,320 | 1,292 | 990 |
| Sales, ----- | 798 | 653 | 402 | 367 |
| Factory, ----- | 963 | 2,137 | 707 | 638 |
| Hotel and institutional, ----- | 1,630 | 2,068 | 1,285 | 1,125 |
| Laundry, ----- | 955 | 803 | 651 | 633 |
| Scrub women, ----- | 11,453 | 10,065 | 9,222 | 9,446 |
| Domestic service, ----- | 4,170 | 6,186 | 3,677 | 3,174 |
| Miscellaneous, ----- | 1,565 | 1,339 | 957 | 871 |
| Total, ----- | 23,986 | 24,571 | 18,193 | 17,244 |

No record by occupations was kept prior to May 1st.

A record was kept separately for soldiers and civilians until October 1st, when they were merged under the single caption "Men."

PENNSYLVANIA STATE EMPLOYMENT BUREAU.

SUMMARY BY OFFICES.

For the Four Months from January 1 to April 30, 1920, Inclusive.

SOLDIERS.

| HARRISBURG | | | | | PHILADELPHIA | | | | |
|-----------------|-------------------|----------|-----------------------|----------------------|--------------|-------------------|----------|-----------------------|----------------------|
| | Applica-
tions | Openings | Sent to po-
sition | Received
position | | Applica-
tions | Openings | Sent to po-
sition | Received
position |
| January, ----- | 72 | 57 | 58 | 57 | 1,703 | 1,703 | 1,703 | 1,703 | |
| February, ----- | 55 | 47 | 47 | 40 | 1,117 | 1,117 | 1,117 | 1,117 | |
| March, ----- | 50 | 46 | 46 | 41 | 1,365 | 1,365 | 1,365 | 1,365 | |
| April, ----- | 52 | 51 | 51 | 51 | 1,451 | 1,451 | 1,451 | 1,451 | |
| Total, ----- | 229 | 201 | 202 | 189 | 5,636 | 5,636 | 5,636 | 5,636 | |
| SCRANTON | | | | | ALTOONA | | | | |
| January, ----- | 147 | | 130 | 123 | | | | | |
| February, ----- | 100 | | 94 | 89 | 20 | 17 | 18 | 16 | |
| March, ----- | 112 | | 94 | 82 | 37 | 31 | 32 | 31 | |
| April, ----- | 133 | | 116 | 103 | 23 | 18 | 18 | 18 | |
| Total, ----- | 492 | | 434 | 397 | 80 | 66 | 68 | 65 | |
| ERIE | | | | | JOHNSTOWN | | | | |
| January, ----- | 72 | | 50 | 38 | 59 | | 57 | 42 | |
| February, ----- | 42 | | 32 | 27 | 38 | | 31 | 28 | |
| March, ----- | 33 | 14 | 21 | 18 | 34 | | 27 | 25 | |
| April, ----- | 30 | 25 | 31 | 18 | 34 | | 27 | 22 | |
| Total, ----- | 177 | 39 | 134 | 101 | 165 | | 142 | 117 | |
| McKEESPORT | | | | | PITTSBURGH | | | | |
| January, ----- | 358 | | 15 | 15 | 1,831 | | 1,780 | 1,743 | |
| February, ----- | 134 | | 39 | 32 | 1,411 | 523 | 1,305 | 1,280 | |
| March, ----- | 84 | 44 | 48 | 43 | 1,061 | | 1,031 | 1,006 | |
| April, ----- | 66 | 26 | 8 | 8 | 951 | | 922 | 890 | |
| Total, ----- | 642 | 70 | 110 | 98 | 5,254 | 523 | 5,038 | 4,919 | |

CIVILIANS.

| HARRISBURG | | | | | PHILADELPHIA | | | |
|-----------------|-----|-----|-----|-----|--------------|--------|--------|--------|
| January, ----- | 148 | 120 | 123 | 104 | 3,286 | 13,565 | 5,439 | 4,487 |
| February, ----- | 89 | 74 | 75 | 57 | 4,208 | 12,020 | 4,210 | 3,633 |
| March, ----- | 129 | 125 | 125 | 105 | 5,162 | 10,434 | 5,162 | 4,066 |
| April, ----- | 149 | 136 | 136 | 121 | 4,282 | 15,093 | 4,282 | 3,437 |
| Total, ----- | 515 | 455 | 459 | 387 | 18,938 | 51,112 | 19,093 | 15,623 |

SCRANTON

ALTOONA

| | Applica-
tions | Openings | Sent to po-
sition | Received
position | | Applica-
tions | Openings | Sent to po-
sition | Received
position |
|-----------------|-------------------|----------|-----------------------|----------------------|--------|-------------------|----------|-----------------------|----------------------|
| January, ----- | 194 | 530 | 172 | 152 | | | | | |
| February, ----- | 219 | 348 | 162 | 146 | 130 | 2,483 | 105 | 94 | |
| March, ----- | 215 | 403 | 198 | 182 | 338 | 3,035 | 256 | 238 | |
| April, ----- | 204 | 367 | 173 | 160 | 267 | 3,742 | 193 | 195 | |
| Total, ----- | 832 | 1,642 | 705 | 640 | 735 | 9,260 | 559 | 527 | |
| | ERIE | | | | | JOHNSTOWN | | | |
| January, ----- | 181 | 244 | 143 | 131 | 928 | 5,168 | 426 | 419 | |
| February, ----- | 105 | 128 | 83 | 64 | 242 | 4,438 | 170 | 168 | |
| March, ----- | 103 | 221 | 96 | 86 | 342 | 5,907 | 219 | 212 | |
| April, ----- | 186 | 325 | 171 | 144 | 325 | 4,653 | 239 | 220 | |
| Total, ----- | 580 | 1,418 | 493 | 425 | 1,837 | 20,171 | 1,064 | 1,028 | |
| | McKEESPORT | | | | | PITTSBURGH | | | |
| January, ----- | 1,612 | 1,359 | 492 | 492 | 11,276 | 16,520 | 10,211 | 10,082 | |
| February, ----- | 980 | 1,031 | 613 | 563 | 7,294 | 11,924 | 6,549 | 6,438 | |
| March, ----- | 695 | 926 | 514 | 469 | 7,053 | 11,147 | 6,317 | 6,203 | |
| April, ----- | 552 | 912 | 576 | 353 | 6,622 | 10,026 | 5,922 | 5,833 | |
| Total, ----- | 3,839 | 4,228 | 2,000 | 1,882 | 32,245 | 49,617 | 23,999 | 23,561 | |

PENNSYLVANIA STATE EMPLOYMENT BUREAU.
OCCUPATIONAL SUMMARY FOR SOLDIERS BY OFFICES.
For the Five Months From May 1 to September 30, 1920, Inclusive.

| | HARRISBURG | | | | PHILADELPHIA | | | |
|-----------------------|-------------------|----------|-----------------------|----------------------|-------------------|----------|----------------------|-----------------------|
| | Applica-
tions | Openings | Sent to po-
sition | Received
position | Applica-
tions | Openings | Received
position | Sent to po-
sition |
| Agriculture, ----- | 9 | 8 | 8 | 8 | 61 | 61 | 61 | 61 |
| Building trades, -- | 16 | 14 | 14 | 13 | 924 | 855 | 895 | 887 |
| Mach'y and metals, -- | 20 | 19 | 19 | 18 | 3,505 | 3,316 | 3,487 | 3,472 |
| Clerical, ----- | 26 | 15 | 15 | 11 | 148 | 141 | 144 | 143 |
| Transportation, -- | 19 | 13 | 13 | 12 | 871 | 857 | 869 | 866 |
| Sales, ----- | 4 | 4 | 4 | 4 | 15 | 15 | 15 | 15 |
| Common labor, --- | 112 | 112 | 112 | 110 | 1,860 | 1,787 | 1,857 | 1,851 |
| Miscellaneous, ---- | 47 | 43 | 43 | 42 | 1,628 | 1,554 | 1,586 | 1,576 |
| Total, ----- | 253 | 228 | 228 | 217 | 9,012 | 8,586 | 8,914 | 8,871 |
| | SCRANTON | | | | ALTOONA | | | |
| Agriculture, ----- | 11 | | 11 | 11 | 2 | 2 | 2 | 2 |
| Building trades, -- | 12 | | 7 | 7 | 16 | 14 | 14 | 14 |
| Mach'y and metals, -- | 97 | | 64 | 58 | 22 | 17 | 18 | 18 |
| Clerical, ----- | 18 | | 4 | 4 | 2 | | | |
| Transportation, -- | 58 | | 30 | 30 | 12 | 1 | 1 | 1 |
| Sales, ----- | 21 | | 13 | 13 | 4 | 4 | 4 | 4 |
| Common labor, --- | 335 | | 322 | 238 | 113 | 98 | 112 | 112 |
| Miscellaneous, ---- | 62 | | 53 | 53 | 26 | 19 | 19 | 19 |
| Total, ----- | 614 | | 504 | 414 | 197 | 155 | 170 | 170 |
| | ERIE | | | | JOHNSTOWN | | | |
| Agriculture, ----- | 17 | 16 | 16 | 16 | 12 | | 9 | 8 |
| Building trades, -- | 13 | 9 | 11 | 7 | 30 | | 18 | 16 |
| Mach'y and metals, -- | 61 | 54 | 58 | 43 | 37 | | 29 | 28 |
| Clerical, ----- | 22 | 15 | 18 | 11 | 17 | | 13 | 12 |
| Transportation, -- | 20 | 15 | 15 | 11 | 56 | | 45 | 40 |
| Sales, ----- | 7 | 6 | 7 | 4 | 14 | | 8 | 6 |
| Common labor, --- | 42 | 42 | 42 | 42 | 15 | | 13 | 9 |
| Miscellaneous, ---- | 18 | 16 | 17 | 12 | 48 | | 36 | 32 |
| Total, ----- | 200 | 173 | 184 | 146 | 229 | | 171 | 151 |
| | McKEESPORT | | | | PITTSBURGH | | | |
| Agriculture, ----- | 10 | 14 | 8 | 7 | 42 | | 41 | 34 |
| Building trades, -- | 68 | 58 | 33 | 27 | 172 | | 152 | 142 |
| Mach'y and metals, -- | 67 | 99 | 49 | 41 | 496 | | 461 | 413 |
| Clerical, ----- | | | | | 172 | | 124 | 96 |
| Transportation, -- | 39 | 27 | 27 | 21 | 142 | | 109 | 108 |
| Sales, ----- | 3 | 2 | 3 | 2 | 24 | | 20 | 19 |
| Common labor, --- | 198 | 278 | 179 | 141 | 6,752 | | 6,752 | 6,752 |
| Miscellaneous, ---- | 24 | 8 | 9 | 7 | 310 | | 284 | 258 |
| Total, ----- | 409 | 486 | 308 | 246 | 8,110 | | 7,943 | 7,822 |

A record of soldiers and civilians was kept separately until October 1, 1920, at which time they were merged and afterwards kept under the single heading "Men."

PENNSYLVANIA STATE EMPLOYMENT BUREAU.

OCCUPATIONAL SUMMARY FOR CIVILIANS BY OFFICES.

For the Five Months From May 1 to September 30, 1920, Inclusive.

| | HARRISBURG | | | | PHILADELPHIA | | | |
|-----------------------|-------------------|----------|-----------------------|----------------------|-------------------|----------|-----------------------|----------------------|
| | Applica-
tions | Openings | Sent to po-
sition | Received
position | Applica-
tions | Openings | Sent to po-
sition | Received
position |
| Agriculture, ----- | 50 | 49 | 45 | 36 | 1,089 | 1,089 | 1,089 | 1,089 |
| Building trades, -- | 53 | 200 | 47 | 44 | 1,875 | 9,891 | 1,845 | 1,503 |
| Mach'y and metals, -- | 38 | 100 | 60 | 47 | 7,966 | 30,885 | 7,871 | 6,964 |
| Clerical, ----- | 98 | 60 | 57 | 32 | 802 | 831 | 778 | 687 |
| Transportation, -- | 60 | 43 | 40 | 32 | 244 | 7,338 | 227 | 194 |
| Sales, ----- | 30 | 27 | 25 | 16 | 95 | 93 | 93 | 78 |
| Common labor, --- | 724 | 1,612 | 710 | 691 | 18,557 | 78,956 | 18,515 | 17,866 |
| Miscellaneous, ---- | 163 | 225 | 145 | 115 | 2,345 | 5,995 | 2,298 | 1,947 |
| Total, ----- | 1,246 | 2,316 | 1,135 | 1,013 | 32,973 | 135,078 | 32,716 | 30,328 |
| | SCRANTON | | | | ALTOONA | | | |
| Agriculture, ----- | 134 | 143 | 99 | 89 | 862 | 840 | 826 | 825 |
| Building trades, -- | 19 | 68 | 16 | 16 | 104 | 3,673 | 84 | 82 |
| Mach'y and metals, -- | 187 | 232 | 137 | 121 | 134 | 3,821 | 106 | 106 |
| Clerical, ----- | 61 | 41 | 34 | 33 | 57 | 27 | 8 | 8 |
| Transportation, -- | 84 | 89 | 41 | 40 | 34 | 8 | 9 | 8 |
| Sales, ----- | 22 | 52 | 16 | 16 | 19 | 27 | 14 | 13 |
| Common labor, --- | 913 | 2,027 | 866 | 705 | 1,344 | 12,820 | 1,110 | 1,099 |
| Miscellaneous, ---- | 175 | 236 | 126 | 118 | 403 | 7,151 | 279 | 274 |
| Total, ----- | 1,595 | 2,893 | 1,335 | 1,138 | 2,937 | 28,367 | 2,436 | 2,414 |
| | ERIE | | | | JOHNSTOWN | | | |
| Agriculture, ----- | 133 | 110 | 129 | 103 | 76 | 127 | 57 | 43 |
| Building trades, -- | 115 | 168 | 104 | 67 | 756 | 3,018 | 730 | 685 |
| Mach'y and metals, -- | 658 | 613 | 619 | 405 | 213 | 1,628 | 189 | 178 |
| Clerical, ----- | 169 | 83 | 117 | 63 | 67 | 51 | 42 | 27 |
| Transportation, -- | 143 | 187 | 122 | 93 | 653 | 3,611 | 616 | 549 |
| Sales, ----- | 50 | 46 | 49 | 35 | 12 | 12 | 4 | 3 |
| Common labor, --- | 974 | 958 | 972 | 972 | 305 | 2,784 | 270 | 245 |
| Miscellaneous, ---- | 333 | 278 | 282 | 204 | 279 | 6,672 | 177 | 153 |
| Total, ----- | 2,580 | 2,443 | 2,394 | 1,947 | 2,361 | 17,903 | 2,085 | 1,883 |
| | McKEESPORT | | | | PITTSBURGH | | | |
| Agriculture, ----- | 79 | 72 | 60 | 44 | 458 | 560 | 386 | 376 |
| Building trades, -- | 94 | 150 | 76 | 66 | 2,557 | 3,613 | 2,195 | 2,159 |
| Mach'y and metals, -- | 261 | 354 | 216 | 178 | 7,013 | 10,604 | 6,580 | 6,475 |
| Clerical, ----- | 40 | 31 | 27 | 21 | 2,127 | 1,848 | 1,583 | 1,541 |
| Transportation, -- | 83 | 94 | 47 | 29 | 2,657 | 2,243 | 1,972 | 1,959 |
| Sales, ----- | 3 | 1 | 1 | 1 | 132 | 571 | 89 | 87 |
| Common labor, --- | 2,089 | 2,157 | 1,800 | 1,485 | 17,916 | 31,210 | 17,883 | 17,565 |
| Miscellaneous, ---- | 44 | 28 | 26 | 18 | 6,859 | 10,065 | 5,160 | 5,002 |
| Total, ----- | 2,693 | 2,887 | 2,253 | 1,842 | 39,719 | 60,714 | 35,848 | 35,164 |

| | NEW KENSINGTON | | | | WILLIAMSPORT | | | |
|------------------------|----------------|------------|-----------|-----------|--------------|------------|-----------|-----------|
| Agriculture, ----- | 2 | | | | 2 | 4 | 2 | 2 |
| Building trades, -- | 3 | 5 | | | 1 | 1 | 2 | 2 |
| Mach'y and metals, --- | 3 | 48 | 3 | 3 | 17 | 8 | 5 | 5 |
| Clerical, ----- | 5 | 7 | 2 | 2 | 5 | | | |
| Transportation, --- | | | | | 1 | 1 | | |
| Sales ----- | | | | | 1 | | | |
| Common labor, --- | 18 | 45 | 17 | 17 | 16 | 25 | 10 | 9 |
| Miscellaneous, ---- | 5 | 2 | 2 | 2 | 17 | 244 | 12 | 12 |
| Total, ----- | 36 | 107 | 24 | 24 | 60 | 283 | 31 | 30 |

PENNSYLVANIA STATE EMPLOYMENT BUREAU.
OCCUPATIONAL SUMMARY FOR MEN BY OFFICES.

For the Three Months from October 1 to December 31, 1920.

| | HARRISBURG | | | | PHILADELPHIA | | | |
|-----------------------|-------------------|----------|-----------------------|----------------------|-------------------|----------|-----------------------|----------------------|
| | Applica-
tions | Openings | Sent to po-
sition | Received
position | Applica-
tions | Openings | Sent to po-
sition | Received
position |
| Agriculture, ----- | 13 | 24 | 9 | 9 | 1,788 | 446 | 389 | 366 |
| Building trades, -- | 4 | 137 | 34 | 33 | 3,820 | 4,640 | 2,191 | 1,795 |
| Mach'y and metals, -- | 102 | 142 | 81 | 75 | 9,978 | 15,261 | 7,290 | 6,164 |
| Clerical, ----- | 55 | 25 | 24 | 22 | 904 | 493 | 509 | 378 |
| Transportation, -- | 45 | 272 | 25 | 25 | 363 | 1,055 | 166 | 129 |
| Sales, ----- | 27 | 20 | 17 | 14 | 170 | 118 | 117 | 94 |
| Common labor, --- | 294 | 1,610 | 257 | 240 | 25,562 | 19,259 | 8,110 | 7,646 |
| Miscellaneous, ---- | 197 | 1,427 | 165 | 160 | 6,806 | 8,573 | 2,974 | 2,346 |
| Total, ----- | 780 | 3,657 | 612 | 578 | 49,386 | 49,785 | 21,746 | 18,918 |
| | SCRANTON | | | | ALTOONA | | | |
| Agriculture, ----- | 24 | 184 | 22 | 20 | 84 | 48 | 38 | 38 |
| Building trades, -- | 54 | 83 | 35 | 35 | 87 | 239 | 54 | 53 |
| Mach'y and metals, -- | 320 | 157 | 176 | 133 | 281 | 121 | 40 | 40 |
| Clerical, ----- | 66 | 30 | 32 | 27 | 9 | 3 | 4 | 4 |
| Transportation, -- | 94 | 38 | 38 | 30 | 22 | 8 | 4 | 3 |
| Sales, ----- | 21 | 39 | 15 | 14 | 16 | 12 | 8 | 8 |
| Common labor, -- | 867 | 1,674 | 707 | 635 | 1,202 | 5,134 | 750 | 732 |
| Miscellaneous, ---- | 268 | 1,162 | 180 | 177 | 187 | 1,019 | 154 | 153 |
| Total, ----- | 1,714 | 3,367 | 1,265 | 1,101 | 1,888 | 6,584 | 1,032 | 1,029 |
| | ERIE | | | | JOHNSTOWN | | | |
| Agriculture, ----- | 74 | 66 | 67 | 59 | 8 | 41 | 5 | 5 |
| Building trades, -- | 85 | 47 | 44 | 36 | 737 | 1,398 | 701 | 672 |
| Mach'y and metals, -- | 438 | 196 | 258 | 176 | 364 | 2,284 | 326 | 312 |
| Clerical, ----- | 102 | 19 | 31 | 19 | 42 | 21 | 25 | 16 |
| Transportation, -- | 51 | 21 | 33 | 30 | 256 | 871 | 235 | 221 |
| Sales, ----- | 39 | 19 | 23 | 18 | 11 | 7 | 7 | 6 |
| Common labor, --- | 626 | 615 | 606 | 606 | 555 | 758 | 497 | 434 |
| Miscellaneous, ---- | 217 | 136 | 160 | 124 | 490 | 14,307 | 410 | 388 |
| Total, ----- | 1,632 | 1,128 | 1,222 | 1,068 | 2,463 | 19,697 | 2,206 | 2,054 |
| | McKEESPORT | | | | PITTSBURGH | | | |
| Agriculture, ----- | 3 | 7 | 3 | 2 | 315 | 168 | 164 | 161 |
| Building trades, -- | 113 | 156 | 97 | 82 | 2,359 | 1,935 | 1,518 | 1,479 |
| Mach'y and metals, -- | 130 | 128 | 93 | 81 | 8,644 | 6,928 | 5,746 | 5,627 |
| Clerical, ----- | 19 | 14 | 13 | 10 | 1,486 | 997 | 755 | 704 |
| Transportation, -- | 53 | 49 | 37 | 31 | 1,326 | 865 | 695 | 608 |
| Sales, ----- | | | | | 221 | 215 | 121 | 113 |
| Common labor, --- | 1,455 | 1,423 | 1,189 | 994 | 20,192 | 12,885 | 12,294 | 12,189 |
| Miscellaneous, ---- | 33 | 38 | 19 | 14 | 6,497 | 6,879 | 3,577 | 3,407 |
| Total, ----- | 1,806 | 1,815 | 1,451 | 1,214 | 41,760 | 30,782 | 24,880 | 24,548 |

NEW KENSINGTON

WILLIAMSPORT

| | | | | | | | | |
|-----------------------|-----|-----|-----|-----|-----|-----|-----|-----|
| Agriculture, ----- | | 2 | | | 29 | 42 | 30 | 28 |
| Building trades, -- | 16 | 14 | 11 | 10 | 64 | 17 | 26 | 24 |
| Mach'y and metals, -- | 169 | 223 | 149 | 141 | 203 | 15 | 48 | 44 |
| Clerical, ----- | 13 | 8 | 8 | 8 | 45 | 3 | 8 | 8 |
| Transportation, -- | 4 | 4 | 1 | 1 | 56 | 17 | 41 | 38 |
| Sales, ----- | | | | | 13 | | 2 | 2 |
| Common Labor, -- | 657 | 665 | 565 | 540 | 446 | 516 | 493 | 410 |
| Miscellaneous, ----- | 31 | 75 | 20 | 20 | 117 | 86 | 103 | 91 |
| Total, ----- | 890 | 991 | 754 | 720 | 973 | 696 | 685 | 645 |

OCCUPATIONAL SUMMARY FOR WOMEN BY OFFICERS

For the Four Months From January 1 to April 30, 1920. Inclusive.

HARRISBURG

PHILADELPHIA

| | | | | | |
|----------------|-------|-------|-------|-------|--------------------------|
| January ----- | 294 | 359 | 249 | 277 | (No Women's
Division) |
| February ----- | 241 | 290 | 239 | 223 | |
| March ----- | 268 | 361 | 268 | 238 | |
| April ----- | 293 | 372 | 293 | 272 | |
| Total, ----- | 1,096 | 1,382 | 1,049 | 1,010 | |

SCRANTON

ALTOONA

| | | | | | | | | |
|-----------------|----|----|----|----|-----|-------|-----|-----|
| January ----- | 27 | 35 | 23 | 23 | | | | |
| February, ----- | 30 | 46 | 27 | 25 | 82 | 103 | 120 | 112 |
| March ----- | 5 | 7 | 5 | 5 | 332 | 560 | 316 | 315 |
| April ----- | 8 | 9 | 6 | 6 | 484 | 522 | 471 | 471 |
| Total, ----- | 70 | 97 | 61 | 59 | 898 | 1,185 | 967 | 898 |

ERIE

JOHNSTOWN

| | | | | | | | | |
|----------------|-----|-----|-----|-----|-----|-----|-----|-----|
| January ----- | 72 | 72 | 62 | 56 | 47 | 82 | 39 | 37 |
| February ----- | 60 | 74 | 56 | 48 | 22 | 66 | 16 | 16 |
| March ----- | 48 | 77 | 34 | 29 | 48 | 164 | 33 | 30 |
| April ----- | 62 | 64 | 55 | 46 | 48 | 121 | 33 | 32 |
| Total, ----- | 242 | 287 | 206 | 179 | 165 | 433 | 121 | 115 |

McKEESPORT

PITTSBURGH

| | | | | | | | | |
|-----------------|-------|-----|-----|-----|-------|-------|-------|-------|
| January, ----- | 388 | 387 | 224 | 224 | 604 | 646 | 349 | 311 |
| February, ----- | 182 | 44 | 131 | 117 | 501 | 678 | 351 | 324 |
| March, ----- | 179 | 209 | 127 | 118 | 797 | 833 | 473 | 439 |
| April ----- | 271 | 270 | 176 | 176 | 837 | 1,007 | 506 | 479 |
| Total, ----- | 1,620 | 910 | 658 | 636 | 2,739 | 3,164 | 1,679 | 1,553 |

OCCUPATIONAL SUMMARY FOR WOMEN BY OFFICES

For the Eight Months from May 1 to December 31, 1920, Inclusive.

| | HARRISBURG | | | | WILLIAMSPORT | | | |
|---------------------|-------------------|---------------|-----------------|-------------------|-----------------|-------------|-------------|-------------|
| | Appli-
cations | Open-
tion | Sent to
tion | Posi-
ed Posi- | Receiv-
tion | | | |
| Clerical, ----- | 154 | 103 | 126 | 74 | 7 | | 1 | 1 |
| Sales, ----- | 66 | 81 | 66 | 56 | 3 | | | |
| Factory, ----- | 38 | 48 | 36 | 33 | 37 | 889 | 24 | 23 |
| Hotel and Inst.--- | 295 | 320 | 287 | 255 | | | | |
| Laundry, ----- | | | | | | 1 | | |
| Scrub Women, --- | | | | | | | | |
| Domestic Service,-- | 1,723 | 2,093 | 1,676 | 1,507 | 34 | 43 | 17 | 16 |
| Miscellaneous, --- | 62 | 79 | 65 | 40 | 1 | 61 | 2 | 2 |
| Total. ----- | 2,338 | 2,724 | 2,250 | 1,964 | 82 | 994 | 44 | 42 |
| | SCRANTON | | | | ALTOONA | | | |
| Clerical, ----- | 43 | 25 | 23 | 19 | 211 | 81 | 83 | 80 |
| Sales, ----- | 11 | 6 | 6 | 5 | 37 | 21 | 22 | 19 |
| Factory, ----- | 23 | 29 | 23 | 23 | 4 | 5 | 2 | 2 |
| Hotel & Inst. --- | 52 | 44 | 43 | 37 | 51 | 65 | 43 | 41 |
| Laundry, ----- | 36 | 34 | 34 | 32 | 38 | 50 | 35 | 35 |
| Scrub Women, --- | 12 | 10 | 9 | 9 | 7650 | 7858 | 7607 | 7605 |
| Domestic Serv. --- | 72 | 146 | 71 | 54 | 135 | 330 | 118 | 116 |
| Miscellaneous, --- | 51 | 48 | 41 | 37 | 115 | 75 | 47 | 46 |
| Total. ----- | 300 | 342 | 250 | 216 | 8241 | 8485 | 7957 | 7944 |
| | ERIE | | | | JOHNSTOWN | | | |
| Clerical, ----- | 349 | 188 | 248 | 184 | 81 | 44 | 90 | 35 |
| Sales, ----- | 48 | 51 | 47 | 43 | 45 | 59 | 38 | 37 |
| Factory, ----- | 61 | 38 | 40 | 38 | 25 | 90 | 22 | 22 |
| Scrub Women, --- | 115 | 106 | 113 | 111 | 103 | 168 | 94 | 34 |
| Hotel & Inst. --- | 2 | 1 | 1 | 1 | 21 | 64 | 17 | 16 |
| Laundry, ----- | 112 | 121 | 112 | 111 | 26 | 46 | 26 | 26 |
| Domestic Service,-- | 205 | 247 | 195 | 163 | 149 | 506 | 142 | 123 |
| Miscellaneous, --- | 258 | 278 | 244 | 220 | 41 | 71 | 28 | 25 |
| Total, ----- | 1150 | 1030 | 1000 | 826 | 491 | 1048 | 417 | 368 |
| | McKEESPORT | | | | PITTSBURGH | | | |
| Clerical, ----- | 157 | 144 | 128 | 92 | 1450 | 735 | 633 | 505 |
| Sales, ----- | 5 | 6 | 5 | 5 | 583 | 429 | 218 | 203 |
| Factory, ----- | 126 | 131 | 107 | 93 | 649 | 908 | 450 | 409 |
| Hotel & Inst.--- | 2 | 2 | 2 | 2 | 1207 | 1572 | 892 | 773 |
| Laundry, ----- | 78 | 111 | 73 | 68 | 665 | 437 | 371 | 361 |
| Scrub Women, --- | 153 | 221 | 141 | 133 | 3420 | 1702 | 1458 | 1504 |
| Domestic Service,-- | 133 | 186 | 121 | 102 | 1718 | 2624 | 1326 | 1082 |
| Miscellaneous, --- | 160 | 171 | 127 | 115 | 875 | 545 | 402 | 383 |
| Total. ----- | 814 | 972 | 704 | 610 | 10567 | 8952 | 5750 | 5220 |
| | NEW KENSINGTON | | | | WILLIAMSPORT | | | |
| Miscellaneous, --- | | | | | | | | |
| Clerical, ----- | | | | | | | | |
| Sales, ----- | | | | | | | | |
| Factory, ----- | | | | | | | | |
| Hotel and Inst. - | | | | | | | | |
| Scrub Women ---* | 1 | 11 | 1 | 1 | | | | |
| Domestic Service, - | | | | | | | | |
| Total, ----- | 1 | 11 | 1 | 1 | | | | |



Commonwealth of Pennsylvania

Department of Labor and Industry

CLIFFORD B. CONNELLEY

Commissioner



ANNUAL REPORT

BUREAU OF EMPLOYMENT

1921

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NO. 1



BUREAU OF EMPLOYMENT
DEPARTMENT OF LABOR AND INDUSTRY
COMMONWEALTH OF PENNSYLVANIA
ANNUAL REPORT - 1921

DEPARTMENT OF LABOR AND INDUSTRY

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W. A. Riddle, Chief Clerk.

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BUREAU OF REHABILITATION

S. S. Riddle, Chief.

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
BUREAU OF EMPLOYMENT

In Co-operation with the
U. S. Employment Service.

February 1, 1922.

Hon. Clifford B. Connelley, Commissioner,
Department of Labor and Industry,
Commonwealth of Pennsylvania,
Harrisburg, Pa.

My dear Commissioner:

In submitting to you the Annual Report of the Bureau of Employment for the calendar year, 1921, with the accompanying chart of its organization and operation, I wish to relate to you the following activities of the Bureau of Employment, both within itself and in co-operation with other bureaus in the Department of Labor and Industry, with bureaus in other departments of the Government of the Commonwealth and with bureaus in the Department of Labor of the Government of the United States:

The Bureau of Employment cooperates with:

1. The Bureau of Mediation and Arbitration, Department of Labor and Industry, by forwarding to that Bureau full information gathered incidentally, concerning strikes, lockouts and industrial disputes within the district of each State Employment Office. It also receives regular reports from the Bureau of Mediation and Arbitration concerning the beginning and the ending of strikes, lockouts and industrial disputes. This information is especially valuable in preventing any State Employment Office from sending workers to any establishment where there is a strike, lockout or industrial dispute, because the Bureau of Employment is strictly forbidden by statute to send labor of any kind to such an establishment.

2. The Bureau of Rehabilitation, Department of Labor and Industry, by attempting to secure suitable jobs for persons who have been rehabilitated through the agency of the Bureau of Rehabilitation and are ready to return to actual work.

3. The Bureau of Inspection, Department of Labor and Industry, by requesting the latter Bureau to investigate working conditions and any possible violation of labor laws in any industrial or commercial establishment to which a State Employment Office may refer workers for employment. The Bureau of

Employment has no statutory power to investigate working conditions in commercial and industrial plants, nor is it wise policy for the Bureau of Employment to undertake such investigations. The special reports from the Bureau of Inspection are, therefore, most valuable to the Bureau of Employment in furnishing official and specific information concerning working conditions in establishments to which laborers may be referred.

4. The Division of Occupational Therapy, Department of Health, in attempting to secure suitable employment for "arrested" tubercular cases that have been dismissed from the State Sanatoria and are sufficiently cured to mingle safely in society and to undertake proper work for self-support.

5. With the Employment Clerk, Department of Health, in referring to that person all kinds of help needed in the institutions of the State Department of Health.

6. The Teacher Bureau, Department of Public Instruction, in referring applicants for teaching positions to that Bureau and in attempting to secure vacation employment or regular employment for school teachers throughout the State who wish to enter industrial or commercial work.

7. The Bureau of Assistance, Department of Public Welfare, in attempting to find suitable employment for persons and for families appealing to this Bureau for aid.

8. The Construction Bureau, State Highway Department, in furnishing common, semi-skilled and skilled labor, as well as technical experts, to this Bureau as needed in its various operations in different parts of the State.

The Bureau of Employment cooperates with the Bureau of Immigration, U. S. Department of Labor, by placing, when necessary, representatives at the port of Philadelphia and at the port of New York for the purpose of directing alien labor to the various districts of Pennsylvania, where such labor may be needed, and to the State Employment Office, Philadelphia, Pa., which serves as an alien labor distribution depot.

The Bureau of Employment cooperates with the U. S. Employment Service, U. S. Department of Labor, by attempting to take care of all applications for jobs and requisitions for laborers referred to this Bureau by the U. S. Employment Service. The Bureau of Employment also furnishes weekly, monthly and annual reports to the U. S. Employment Service. In return for this cooperation with the U. S. Employment Service, the Bureau of Employment enjoys the mailing franking privilege and may receive some clerical and service assistance if the federal appropriation warrants such assistance.

The State Employment Offices in the Bureau of Employment cooperate with the Y. M. C. A., the Y. W. C. A., the Y. M. H. A., the Red Cross, the American Legion, the Knights of Columbus, the United War Activities, the Associated Aid, the Associated Charities,

the Emergency Aid, the Consumers' League, and similar organizations in attempting to secure employment for their applicants and to fill their requisitions for labor which they cannot fill.

The duties of the Division of Licensed Agents are to issue licenses to worthy private agents, to investigate all complaints and abuses, and render decisions concerning them, as well as to supervise the activities and operations of all licensed employment agents in the Commonwealth. It operates through a central office at Harrisburg, through an Eastern office in Philadelphia which looks after the Eastern district of the State, and through a Western office in Pittsburgh which supervises the Western district of Pennsylvania.

The duties of the Division of Reports and Statistics are to compile and prepare the regular weekly, monthly, quarterly, semi-annual and annual statistical reports of the State Employment Offices in the Bureau of Employment and to assist in the compilation and issuance of the semi-monthly reports from the several State Employment Offices.

The State Employment Offices in the Bureau of Employment are located in Philadelphia, Harrisburg, Williamsport, Scranton, Altoona, Johnstown, Pittsburgh, McKeesport, New Kensington and Erie. Each office in its activities covers a district comprising a number of counties surrounding its location. Each district and local office has a Representative Council consisting of six members, one of whom shall be a woman, and all of whom are citizens of the United States and of the Commonwealth of Pennsylvania, and residents of the district. One member of the Council is an employer not a member of any employers' association; two members are employers, representing employers' organizations; one member is a working person, not a member of any labor organization; and two members are working persons who are members of regular labor organizations. Each member is appointed by the Commissioner of the Department and serves a term of six years. The duties of the Representative Council in each district are:

1. To devise methods and take steps toward the regularization of employment in the various industries and seasonal trades of the district.
2. To devise plans and take steps to promote public improvements by municipalities within the district during seasons of unemployment.
3. To cooperate with any person, employer, association or organ of the press in accomplishing the aforesaid purposes.
4. To appoint sub-committees to deal specially with any subject which the Council has power to investigate or act upon, but each sub-committee shall be presided over by a member of the Council.

5. To hold meetings at least once each month, or oftener if required, for the accomplishment of the aforesaid purposes.

6. To keep minutes of all meetings; submit a copy of all minutes, records and decisions; and report in full on all actions or proceedings to the director.

REPRESENTATIVE COUNCIL,
STATE EMPLOYMENT OFFICE,
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REPRESENTATIVE COUNCIL,
STATE EMPLOYMENT OFFICE,
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WILLIAMSPORT, PA.

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Mr. Christopher Knaur,

Mr. Herman S. Alter,
Miss Minnie V. Taylor,
Mr. Harry Paulhamus.

Each State Employment Office has a section for men, a section for women and a section for juveniles. In the men's section efforts are made to find common labor, skilled labor, farm labor, technical and professional employment for the unemployed. In the women's section efforts are made to find domestic, unskilled labor, skilled labor, clerical, technical and professional employment for the unemployed.

In each office the juvenile placement work is conducted in cooperation with the Department of Vocational Guidance of the local public school system, if such a department exists. If such a department does not exist, the placement work is conducted in cooperation with the superintendents and principals of the public schools. This cooperation is arranged for in Section 19 of Act No. 373, which reads as follows:

"In case bureaus for vocational training and placement, or other similar bureaus, are established by local school authorities, the director shall cooperate with such bureaus in dealing with the employment of children between the ages of fourteen and eighteen years, in such manner as may be advisable. The director shall use all reasonable means to promote the establishment of bureaus for vocational training and placement, in connection with vocational education by public school authorities throughout the State. Until bureaus for vocational training and placement, or other similar bureaus, have been established by local public school authorities, for the purpose of directing, advising, and assisting children in the selection of suitable vocations, the director shall provide school principals and all public employment offices with special blank forms for the registration of all children having employment certificates, as required by law, and leaving

school lawfully in search of employment. Each child applying for employment may register at a public or other approved school with the principal of such school; and the principals of public or other approved schools are hereby authorized and required to register such applications for employment, to assist and advise each applicant in the selection of a vocation, in such manner as may be necessary, and to transmit immediately to the superintendent of the district branch office all applications for employment registered. The superintendent of each public employment office shall cooperate with the school principals in his district in endeavoring to secure suitable positions for children leaving school lawfully to enter a vocation, and shall guide and induce minors to enter promising vocations; and each principal shall acquaint the teachers and pupils of his school with the purpose and functions of the public employment office in placing juveniles."

In each office the interviews and placements are conducted by examiners who are mature persons and have had wide experience in various lines of industrial and commercial work. Frequently their interviews and placements are supplemented by the services of representatives of employers who may temporarily be stationed at the State Employment offices. Before making placements, other than common labor and domestic placements, the examiners receive definite specifications and specific instructions from the employers as to the exact kind of employes desired. In making these placements, the examiners are, therefore, guided by these specific instructions and definite specifications. Furthermore, the examiners and the field representatives from time to time visit the industrial and commercial establishments and learn by observation and by interviews with foremen and superintendents, the specific qualifications of certain semi-skilled, skilled and technical workers, so that they may be guided by this information in their placements. During the year 1921, 89 plus per cent of persons referred to employers for positions received employment and were placed on the pay roll. This percentage shows unmistakably that the examiners and placement clerks in the several State Employment offices have rendered excellent and effective service in their placements.

The State Employment offices are not permitted to make direct follow-up investigations of their placements, nor is it wise policy that they should annoy the employers with such investigations. However, each State Employment Office is continually indirectly following up its placements through informal conversations with foremen, superintendents and managers, as well as through reports brought back to the office by employes who have been placed. Through complaints, through re-orders, through new orders, through refusals and in many other ways the State Employment Offices quickly learn concerning the failure or success of their placements.

The follow-up investigations of juvenile placements are made by the public school officials who have the legal and statutory authority so to do.

On January 1, 1921, a new weekly report form for the Bureau of Employment was introduced, giving a summary by occupations of the activities of each State Employment Office in the Bureau of Employment. This new form is condensed and simplified so that the mens' reports from all the offices can be presented on one page and so that the womens' reports from all the offices can similarly be shown. In the form for men two new occupations have been listed in the classification, namely: Hotel and Restaurant; Mines and Quarry. In the form for women two new headings have also been added to the classification, namely: Agricultural and Foods; Trained Workers. This new weekly report form is a great improvement over the previous weekly report form used, in the fact that through condensation and simplification all the activities for men and all the activities for women can clearly and visibly be presented on single pages for each group.

On January 1, 1921, a revised edition of the detailed weekly report form for men was introduced. In this edition the list of industries and occupations in the several industries was revised to suit the industrial conditions and the various classes of men workers in Pennsylvania, and the revision was based upon the experience, during many months, of every State Employment Office in the Bureau of Employment. There are two additions in this revised form to which special attention must be called. The first is the new column entitled "Retentions". The second is the new double column entitled "Information to Employer and Employee".

Every State Employment Office in the Bureau of Employment has devoted a great deal of time and service to keep employes upon their present jobs and to prevent them from leaving the jobs held, in this way greatly reducing the labor turnover. Heretofore, no record of this valuable and difficult service had been kept, which is now recorded in this new column according to industry and according to job. I am sure that this new record will interest especially the employers of labor, in showing how much work every State Employment Office has done in the prevention of labor turnover.

Each State Employment Office in the Bureau of Employment has also given a great deal of valuable information to both employer and employe, which never appeared in the orders for workmen or in the applications for jobs. Through this new double column entitled "Information to Employer and Employee" it is possible for each State Employment Office to keep a weekly record of this valuable service rendered to both employers and employes.

On April 15, 1921, a new detailed weekly report form for women was introduced. This new detailed report form for women is entirely different from the report form previously used. In general outline, it conforms to the detailed weekly report form for men introduced on January 1st. The list of industries and the list of occupations under each industry have completely been revised in order to fit, so far as is possible, the industrial and occupational employment conditions of women in this Commonwealth.

Early in January, the total and involuntary unemployment which began to emerge in the fourth week of November, 1920, became quite noticeable and in fact grew to be an increasingly difficult problem for the Bureau to solve. Consequently, on January 17, 1921, the following instructions were sent to every State Employment Office in the Bureau of Employment:

“In view of the present lull in employment in Pennsylvania, the Superintendent of each State Employment Office in the Bureau of Employment is instructed to investigate every applicant for work as to his citizenship and as to whether or not he is a resident of Pennsylvania. On account of the large number of floaters and transients who are now coming or are being dumped into Pennsylvania, it is absolutely necessary that citizens and residents of Pennsylvania receive service first and secure jobs before any floaters or transients from other states are accommodated. The necessity of these definite instructions is self-evident.”

As unemployment in Pennsylvania increased and became more serious the following resolution was adopted by the Representative Councils of the State Employment Offices in the Bureau of Employment and forwarded to the city councils, to the county commissioners, to the borough councils, and to the school boards of the cities, boroughs and townships in their respective districts:

“WHEREAS, on account of industrial depression thousands of local residents, voters and tax-payers in the Commonwealth of Pennsylvania are out of employment, the Representative Councils of the State Employment Offices in the Bureau of Employment hereby petition the honorable members of your official body to include in the specifications and the agreements for the construction of all public buildings and for the construction of all public works for which contracts will be let, this provision that the successful bidders or contractors employ primarily tax-payers, voters and residents of the city, borough, township or county in which the work is being done, provided such common and skilled laborers can be secured at the same rate of wages or salary as the said contractors would be compelled to pay other citizens or residents of the Commonwealth of Pennsylvania.”

In appreciation of the cooperation received from the employers in the State, it must be said that many builders and contractors received with approval this resolution and adopted it so far as it was possible in carrying out their contracts for public buildings and public works.

In order to secure employment for the unemployed and to stabilize labor in the rural districts, resolutions by the Representative Councils of the State Employment Offices in the Bureau of Employment were addressed to Commissioner Lewis S. Sadler, State Highway Department, Commonwealth of Pennsylvania, in which he was requested to urge all contractors, executing State contracts for the building of highways, to use primarily the unemployed labor of the county in which the work was being done and not to attract labor from one county into another.

By resolution, Commissioner Sadler was also requested to advise and urge contractors executing State highway contracts not to entice employed labor from the farms adjacent to the places where the State highway work was being done. It must here be recorded with full credit to all persons concerned that through such cooperation on the part of Commissioner Sadler and of the contractors doing State highway contract work, unemployed laborers were used in their home districts and employed farm laborers were not disturbed or demoralized.

Early in February, 1921, as total and involuntary unemployment increased and became more and more serious, at the suggestion of the Rotary Club, Harrisburg, Pa., an effort was made not only in Harrisburg but through all the State Employment Offices in the Bureau of Employment to inaugurate a campaign for odd jobs whereby every householder, manufacturer, merchant and employer of labor would during the months of February and March offer to the unemployed such odd jobs about their plants, stores, offices or homes, as could be done by the unemployed during those months. It was felt that such a program executed during February and March would greatly aid in tiding over the unemployment situation until Spring work, farm work, and general outside building and construction jobs would be started. In Harrisburg, Altoona, Erie, Williamsport, Johnstown and McKeesport the campaigns for odd jobs were enthusiastically endorsed by the Mayor, the Chamber of Commerce, the Manufacturers' Association, the Rotary Club, the Kiwanis Club, the Associated Charities, and other similar organizations so that they were remarkably successful and secured much employment for those who would have otherwise remained unemployed.

On March 1, 1921, a State Employment Office for Women was opened on the second floor of the building at the Northwest corner

of 18th and Chestnut Streets, Philadelphia, Pa. This office was established primarily and exclusively for the placement of factory and shop workers, clerks, stenographers, institutional workers, office executives, technical and professional women. It has given special attention to securing employment for women who are graduates of city high schools, of colleges and of universities. The field representative of this office makes regular calls upon the employers of women in the Philadelphia district, learning their labor needs and offering to employers the free service of this office. Regularly every week reports of the field representative of the State Employment Office for Women in Philadelphia are made to the Director of the Bureau of Employment, who follows up the calls made by the field representative with personal letters to the employers upon whom calls have been made, urging them to file their labor orders regularly or as often as necessary in the State Employment Office for Women. Through this method this office has within a few months become firmly established and has proved its value to the employers of women in the Philadelphia district.

On March 15, 1921, the Superintendents of the State Employment Offices in the Bureau of Employment began to include in their semi-monthly reports of industrial, labor, and employment conditions an estimate of total and involuntary unemployment in their respective districts. The unemployment figures as set forth in the semi-monthly reports of the State Employment Offices are not the result of a census or of a survey. They are merely an approximated estimate of the totally and involuntarily unemployed in each district. These figures are based upon reports received about the fourteenth and the thirtieth of each month from a regular list of employers, manufacturers, manufacturers' associations, employers' associations, boards of trade, chambers of commerce, labor unions, central labor councils and police departments. These figures are carefully considered, balanced and checked against one another with an approximated estimate as the result. They do not include idlers, loafers, transients, floaters and non-residents.

This semi-monthly estimate is secured primarily for the inside and working information of the Bureau of Employment and of the Department of Labor and Industry. Incidentally parts of these reports are released to the press for any news value they may carry and to the Federal Reserve Bank, the U. S. Employment Service, the Bureau of the Census, and a few similar organizations. These estimates have been found by the Federal Reserve Bank of Philadelphia and by the U. S. Employment Service to be remarkably accurate and to corroborate their own special surveys and investigations.

On April 15, Mr. D. M. White, Acting Superintendent of the State Employment Office, McKeesport, Pa., resigned and was succeeded on May 1st by Mr. Thomas L. Bedell who is now the Superintendent of that office. In order to bring the services of the State Employment Office in McKeesport more fully to the attention and the use of the employers in that district, Mr. Bedell has spent practically half of his working time in calling upon the employers in the district of his office, making regularly, every week, reports to the Director of the Bureau of Employment concerning the calls made. These reports have been followed up by the Director of the Bureau of Employment through a personal letter to each employer upon whom a call was made by the Superintendent of the State Employment Office in McKeesport, urging him to make full and regular use of the services offered by the State Employment Office in that district and to file his orders for labor regularly or as often as may be necessary. Through these methods and efforts, the services of the State Employment Office in McKeesport have been widely extended and its usefulness in that district greatly increased.

In June, 1921, upon the suggestion and advice of Commissioner Clifford B. Connelley, Department of Labor and Industry, the Superintendents of the State Employment Offices in the Bureau of Employment, together with the Representative Councils of each office, undertook to make a survey and compile a list of the seasonal industries and a list of the seasonal trades and occupations in the district of each State Employment Office in the Bureau of Employment. The purpose of this survey was to secure accurate and first-hand information concerning the number and extent of seasonal industries and of seasonal trades and occupations in the various districts of the Commonwealth so that eventually attempts may be made to suggest remedies or methods whereby these seasonal industries and these seasonal trades and occupations may become more regular and less periodic throughout the year. It is evident that accurate information concerning seasonal industries and seasonal trades and occupations will greatly assist the Bureau of Employment as well as the Department of Labor and Industry in understanding present industrial conditions in the Commonwealth. It is also highly probable that the methods or remedies devised to make these seasonal trades and occupations and these seasonal industries more regular and less periodic throughout the year will greatly increase production of all kinds and employment of all classes in the State and as a corollary will naturally go very far in relieving general unemployment in all districts of the State.

A preliminary survey of this investigation has been completed and has revealed some interesting and surprising facts. As soon as this

preliminary inquiry has been supplemented and complemented by more detailed and intensive investigations, the results will probably be published in the form of a bulletin by the Bureau of Employment.

It is impossible and unwise for the Bureau of Employment to expend any money for general advertising purposes. Its work and its services can only be brought to the attention of the public through general publicity in the newspapers of the State and through letters sent by the Bureau to employers and institutions which may be in need of the services furnished by the various State Employment Offices in the Bureau of Employment. The following letter was, therefore, sent under date of February 4, 1921, to every employer of five persons or more in the State according to the list contained in the latest edition of the Industrial Directory of Pennsylvania. Each letter was adjusted so as to call special attention to the State Employment Office of the district in which the employer is located:

"February 4, 1921.

Your attention is called to the fact that the Bureau of Employment, Department of Labor and Industry, maintains at, a Free Employment Office, under the able and effective administration of Superintendent..... and his alert assistants.

"This office was established by the Commonwealth to meet the employment needs of the district in which you are located. Every effort is and will be made by its officials to fill your orders for labor, male and female, unskilled, semi-skilled and skilled. Of course, no promise or guarantee can be made that every request for laborers can be met. Some special orders require considerable time and searching before they can be filled. Other orders cannot be filled at all, because of the total lack of the special laborers desired.

"But careful and conscientious attention is given to every request for laborers which you make, and every possible effort is made to secure for you the workers whom you seek.

"Please file at the State Employment Office,, your labor orders or needs, every week or every two weeks. Prompt attention will be given to your every request.

"The Bureau of Employment desires that every employer in the State patronizes the State Employment Offices and receives the benefits to be derived from this free service furnished by the Commonwealth."

On March 28, 1921, the following statement concerning farm labor and farm labor day was issued by the Bureau of Employment to all the newspapers in the Commonwealth of Pennsylvania. Each statement was modified so as to call special attention to the State Employment Office and to the special farm labor day observed by that office in the district where the newspaper is situated:

"Harrisburg, Pa., March 28, 1921.

On account of the general shortage of farm laborers a special effort or drive is being made in each office of the State Bureau of Employment, Department of Labor and Industry, to meet this need of the farmers throughout the State.

"One day every week is set aside for farm labor service; the day most convenient for farmers and farm laborers to come to the State Employment Office and meet there.

"In the.....district this special farm labor day is.....of each week. At the State Employment Office,, every effort is made to serve the farmers upon that day especially. Of course, they can come there any day in the week except Sunday, but on..... they are most likely to find there farm laborers whom they can interview, inspect and hire.

"The same conditions apply to farm laborers. They are welcome at the office any day, but on.....they will be sure to find there farmers ready and anxious to employ them.

"In connection with the juvenile placement work during the summer vacation, a general effort will be made throughout the State to place during June, July and August, high school boys and college students upon the farms where they can secure healthful outdoor employment, wholesome food, good wages and an instructive experience.

"The cooperation of every one is urged in this movement to increase farm production and the supply of food products and to reduce thereby the high cost of living."

A similar statement concerning farm labor and farm labor day, similarly adjusted, was sent to the secretary of every local grange in the Pennsylvania State Grange, with the request that it be read at a regular meeting of the Grange and that it be posted for future reference upon the bulletin board of the organization.

In connection with the opening of the State Employment Office for Women at 38 S. 18th Street, Philadelphia, Pa., the following letter was sent under date of April 12, 1921, to every employer of women in the district of the Philadelphia State Employment Office for Women:

"April 12, 1921.

Your attention is called to the fact that the Bureau of Employment, Department of Labor and Industry, maintains at 38 South Eighteenth Street, Philadelphia, Pa., a Free Employment Office for Women, under the able and effective administration of Miss Rebecca W. Ball, Superintendent.

"This office was established by the Commissioner to meet the employment needs of the district in which you are located. Every effort is and will be made by its officials to fill your orders for female labor, unskilled, semi-skilled, skilled, and professional.

Of course, no promise or guarantee can be made that every request for help can be met. Some special orders require considerable time and searching before they can be filled. Other orders cannot be filled at all, because of the total lack of the special workers desired.

"But careful and conscientious attention is given to every request for help which you make, and very possible effort is made to secure for you the workers whom you seek.

"Please file at the State Employment Office for Women, 38 South Eighteenth Street, Philadelphia, Pa., your labor orders or needs, every week or every two weeks. Prompt attention will be given to your every request.

"The Bureau of Employment desires that every employer in the State patronizes the State Employment Offices and receives the benefits to be derived from this free service furnished by the Commonwealth."

Under date of May 16, 1921, a notice was sent to every college, normal school, and to the larger high schools and academies in the State, with the request that it be placed upon the bulletin board of the institution so that through it any student seeking employment during the summer might be served by the State Employment Office of the district in which he lived or in which he sought employment.

On June 7, 1921, the following statement was sent to all the newspapers in the State regarding the work and services of each State Employment Office in the Bureau of Employment; adjusted so as to call special attention to the State Employment Office of the district in which the newspaper is situated:

"At this time when the public schools and the high schools throughout the State are closing, there are released many boys whose services can well be used upon the farms. Will you please, therefore, call the attention of the farmers in your County to the fact that many able-bodied and energetic boys and youths are available for suitable work upon the farms during June, July and August? The Bureau of Employment is sure that there are many farmers in your County who can use the services of these boys and that these boys under proper guidance and encouragement can perform excellent work.

"Please inform the farmers in your County that they can secure the services of such boys through
Superintendent of the State Employment Office,"

On June 24, 1921, the following letter was sent to every hospital, orphanage, and public institution receiving State aid, as listed in Smull's Legislative Handbook:

"This is to inform you that the Department of Labor and Industry, Commonwealth of Pennsylvania, maintains through the Bureau of Employment, a number of State Employment Offices in different parts of the State for the special purpose of finding employment for the unemployed and of referring working per-

sons of all kinds and conditions to employers in need of employes. The State Employment Offices in the Bureau of Employment are, therefore, always ready and anxious to fill your labor needs or orders as promptly and as carefully as possible, taking great pains in filling every requisition so that the best and most suitable person available is referred as promptly as possible to the job or the position which is to be filled.

"You are, therefore, requested regularly every two weeks, every month or as often as necessary to file your labor needs or orders with the Bureau of Employment so that you may not fail to receive whenever needed this service furnished by the Commonwealth."

These letters and statements are self-explanatory and show what efforts have been made to bring the services of the Bureau of Employment to every employer and to every public and private institution in the State. The returns from these letters and from this publicity were entirely satisfactory because they formed many contacts between each State Employment Office and the employers, and public and private institutions in its district, resulting in many requests for workers and greatly extending the usefulness and the services of the State Employment Offices.

Since industrial and economic conditions did not pick up and improve during the first six months of 1921, as was hoped and expected, the Director of the Bureau of Employment felt compelled on July 6, 1921, to send the following letter to the Superintendent of each State Employment Office in the Bureau of Employment, which is self-explanatory:

"After many consultations with employers, bankers, organized labor leaders, and editors of the leading newspapers, I am convinced that the long looked for and much needed improvement in industrial and employment affairs will not come this year and will probably not arrive before April 1, 1922.

"It looks, therefore, as if in all parts of Pennsylvania the late Summer and Fall will show a gradual increase in unemployment and in uncertain and bad conditions in business and industry. The prospects are also very dark so far as the coming Winter is concerned.

"While I am not a pessimist and under no circumstances wish to preach or spread pessimism from the State Employment Offices, I cannot but feel that next Winter will be very much worse than last Winter was and that in all parts of Pennsylvania there will be a great deal of involuntary unemployment, attended by much suffering and distress among the poor and working classes who are wholly dependent upon employment for their living.

"I would, therefore, urge you to bring this serious matter quietly and without any publicity to the attention of the Representative Council of the State Employment Office so that it may, in accordance with its statutory authority and duties make every possible effort and resort to

every measure and device whereby these serious unemployment conditions, now threatening the State during the next nine months, may so far as possible be anticipated and provided for.

"I need not add that these matters should be kept strictly official and confidential within your office and within the Representative Council. Under no circumstances do I wish to spread a pessimistic feeling or precipitate a nervous panicky condition. Everyone must keep a level head and must soberly and courageously do his utmost to reduce and to prevent the serious involuntary unemployment now threatening, during the coming Fall and Winter, the working classes of all kinds in every district of the State.

"I would suggest that the Representative Council of your office call this serious prospect to the attention of all the county commissioners, of all the city and borough councils and of all large employers in your district so that, if possible, remedial measures may be taken in ample time to afford relief and to furnish employment to those who will probably be in dire need of the same.

"Thanking you for your careful consideration of this letter and requesting the complete cooperation of the Representative Council of your office and of yourself in anticipating and pre-preventing, so far as is possible, the serious involuntary unemployment now threatening in all districts of the State, I am with much respect and with kindest regards, etc."

It affords me much pleasure to report that the Representative Councils of all the State Employment Offices followed the suggestion as stated in this letter and passed resolutions bringing the serious industrial and economic prospect to the attention of all the county commissioners, of all the city and borough councils and of all the large employers in their districts so that, if possible, remedial measures might be taken in ample time to afford relief and to furnish employment to those who would soon be in dire need of the same. In many instances the county commissioners and the city and borough councils took advantage of the warning as set forth in the resolutions from the Representative Councils and authorized or took measures to authorize public works and improvements so that through them work could be secured for many who were then or would soon be entirely out of work. As a result of these wise measures, total and involuntary unemployment in Pennsylvania during the closing months of 1921 never became so serious and extensive as it was in many other states of the Union.

In the latter part of September, for the information of the President's Unemployment Conference, which was soon to be held in Washington, D. C., a rapid survey of public unfinished work under construction and of new public work under contract in the State

COMMISSIONER OF LABOR AND INDUSTRY

BUREAU OF EMPLOYMENT

KEY
MEANS "IN COOPERATION WITH"

DIVISION OF OCCUPATIONAL TRAINING, DEPT. OF HEALTH,
COMMONWEALTH OF PENNSYLVANIA.

EMPLOYMENT CLERK, DEPARTMENT OF HEALTH,
COMMONWEALTH OF PENNSYLVANIA.

BUREAU OF MEDICATION & HABILITATION DEPT. OF HEALTH,
COMMONWEALTH OF PENNSYLVANIA.

UNITED STATES BUREAU OF IMMIGRATION

BUREAU OF REHABILITATION DEPT. OF LABOR & INDUSTRY,
COMMONWEALTH OF PENNSYLVANIA.

TEACHER'S BUREAU, DEPT. OF PUBLIC INSTRUCTION,
COMMONWEALTH OF PENNSYLVANIA.

BUREAU OF ASSISTANCE, DEPT. OF PUBLIC WELFARE,
COMMONWEALTH OF PENNSYLVANIA.

CONSTRUCTION BUREAU, BUREAU OF DEPARTMENT,
COMMONWEALTH OF PENNSYLVANIA.

UNITED STATES EMPLOYMENT SERVICE.

BUREAU OF INSPECTION, DEPT. OF LABOR & INDUSTRY,
COMMONWEALTH OF PENNSYLVANIA.

DIVISION OF LICENSED AGENTS.

EASTERN DISTRICT
CENTRAL DISTRICT
WESTERN DISTRICT

STATE EMPLOYMENT OFFICES

DIVISION OF REPORTS AND STATISTICS.

PHILADELPHIA

HARRISBURG

WILLIAMSPORT

SCRANTON

ALTOONA

JOHNS TOWN

ELIE

WENESPORT

NEW KENSINGTON

PITTSBURGH

REPRESENTATIVE COUNCIL

REPRESENTATIVE COUNCIL

REPRESENTATIVE COUNCIL

COMMON
SKILLED
PROFESSIONAL AND TECHNICAL
FARM
JUVENILE
IN COOPERATION WITH DEPT. OF VOCATIONAL GUIDANCE, PUBLIC SCHOOLS

SKILLED
UNSKILLED
PROFESSIONAL AND TECHNICAL
EXECUTIVES
CLERICAL
JUVENILE, IN COOPERATION WITH DEPT. OF VOCATIONAL GUIDANCE, PUBLIC SCHOOLS

COMMON
SKILLED
PROFESSIONAL AND TECHNICAL

SKILLED
UNSKILLED
CLERICAL
DOMESTIC
JUVENILE, IN COOPERATION WITH DEPT. OF VOCATIONAL GUIDANCE, PUBLIC SCHOOLS

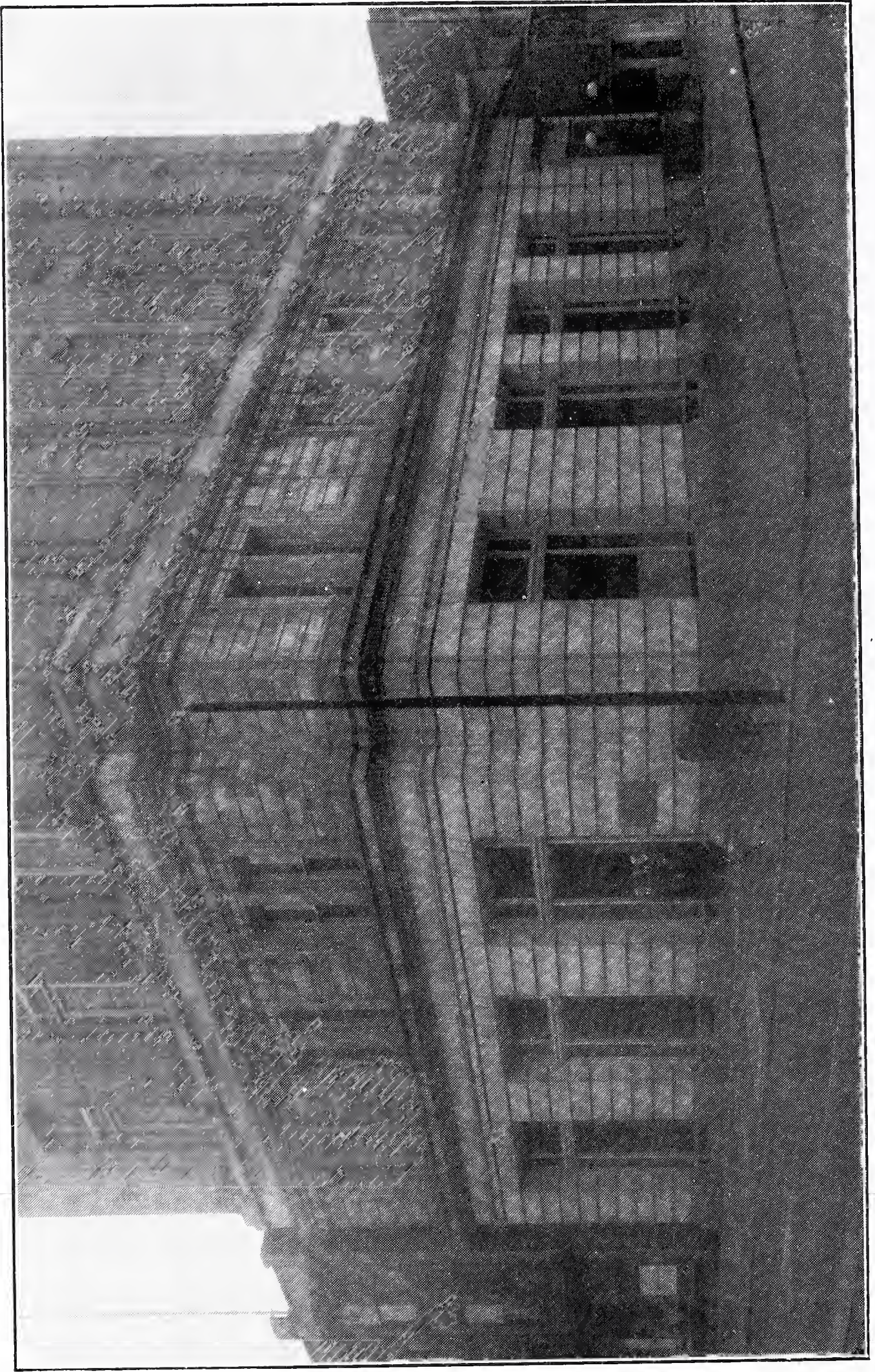
COMMON
SKILLED
PROFESSIONAL AND TECHNICAL
FARM AND RAILROAD

COMMON
SKILLED
TECHNICAL
FARM

SKILLED
UNSKILLED
CLERICAL
PROFESSIONAL
DOMESTIC

DOMESTIC
SKILLED
UNSKILLED
CLERICAL

JUVENILE
IN COOPERATION WITH DEPARTMENT OF VOCATIONAL GUIDANCE, PUBLIC SCHOOLS



State Employment Office,
Harrisburg, Pa.

of Pennsylvania was made and revealed the surprising fact that these public enterprises under construction or under contract totaled approximately \$60,000,000. For a considerable portion of this surprising amount of public work under contract or under construction, due credit must be given to the effective resolutions passed by the Representative Councils of the State Employment Offices and forwarded to the proper authorities.

Under date of July 28, 1921, an announcement was made that the Bureau of Employment had made arrangements with the Netherland Emigrant League, Hoboken, N. J., and with the Belgian Bureau, New York City, whereby able-bodied and healthy women of mature age from Holland and Belgium might be sought for positions as matrons, stewardesses, waitresses, cleaners and laundresses in the various State institutions and more especially in the State Sanatoria. For these positions it is frequently impossible to secure American women, because such lines of work are distasteful to the average American woman and because young American women do not wish to leave the towns and cities for employment in places so quiet and retired as the State institutions. Through these arrangements with the Netherland Emigrant League and the Belgian Bureau, it was hoped that permanent staffs for these institutions could be collected and that thereby the excessively high turnover of female labor in such institutions could be reduced to a low percentage.

Under date of September 6, 1921, the Commissioner of Labor and Industry announced "that cooperative arrangements had been made between the State Department of Health and the Department of Labor and Industry whereby the State Employment Offices will endeavor to secure proper and congenial employment for "arrested" tubercular cases as they are ready for dismissal from the State Sanatoria at Hamburg, Mont Alto and Cresson, so that these persons upon their return to private life may quickly secure congenial and suitable employment whereby they may wholly or in part support their families and themselves.

"These persons while not wholly cured of tuberculosis, are entirely "arrested" cases; that is, persons in whom the disease has been arrested, in whom under proper care, nutrition and environment the disease will probably never return and from whom contagion or infection is not readily liable.

"It is generally and in nearly every case impossible for these persons to return to their former lives and occupations because such return will probably revive the disease and bring back to the patient a relapse.

"The new occupation must not be too heavy or laborious, must not entail long and exhausting hours, and must not require long

and continuous confinement within doors. The new occupation must be as congenial as possible in order to cheer and keep up the spirit and the good feeling of the worker.

"A desirable and healthful location is also necessary. So far as is possible these persons will be employed in places where there are sufficient sunlight and fresh air and where the elevation above the sea level is not so low as to cause depression.

"The psychological reaction of these cooperative efforts to secure employment, upon the patients themselves taking treatment in the State Sanatoria, is quite marked and helpful because they encourage the patients in their efforts toward recovery and because they bring into their lives the hope and confidence that they will eventually return to useful and self-supporting lives."

On September 30th, 1921, the President's Unemployment Conference in session at Washington, D. C., adopted primarily without debate a preliminary report upon "Unemployment Relief" which is far-reaching, comprehensive and practicable. As soon as this preliminary report was received by the Bureau of Employment, under date of October 3, 1921, the following letter was sent to the Superintendent of each State Employment Office in the Bureau of Employment:

"The National Unemployment Conference in session at Washington, D. C., has unanimously adopted among others the following resolutions:

'First. The problem of meeting the emergency of unemployment is primarily a community problem. The responsibility for leadership is with the mayor and should be immediately assumed by him.

'Second. The basis of organization should be an Emergency Committee representing the various elements in the community. This Committee should develop and carry through a community plan for meeting the emergency, using existing agencies and local groups as far as practicable.'

"Commissioner Clifford B. Connelley, Department of Labor and Industry, Commonwealth of Pennsylvania, has, therefore, ordered me to instruct you to offer the services of the State Employment Office in.....to the mayors and to the emergency committees in all the cities, boroughs and communities of the district of the.....State Employment Office, which comprises the following counties:
....."

It is gratifying to report that a number of the mayors and their emergency unemployment committees took advantage of this offer from the Superintendents of the several State Employment Offices and either cooperated closely with the State Employment Offices or used the services of the offices in their efforts to relieve the serious

and increasing unemployment. This is especially true in Philadelphia, Johnstown, Altoona, Erie, and Williamsport, where the State Employment Offices were used as the centers or clearing houses through which all efforts by the emergency committees to relieve unemployment were made.

On November 12, 1921, Commissioner Clifford B. Connelley, Department of Labor and Industry, approved the cooperation of the Bureau of Employment in the Department of Labor and Industry with the U. S. Employment Service, U. S. Department of Labor, Washington, D. C., in accordance with the terms stated in the following memorandum submitted under date of July 15, 1921, by the Honorable Francis I. Jones, Director General, U. S. Employment Service:

“(1) That the Commonwealth of Pennsylvania designate an official (title Federal Director, or other suitable title) to represent the State and Federal Employment Services in matters pertaining to employment activities, and to advise with the Director General of the U. S. Employment Service. It is preferred that the Director of the State Service receive this designation. However, this is left to the discretion of the State authorities. It is understood that the constitution of the Commonwealth of Pennsylvania prohibits a State official from also holding a Federal position. It is believed that this obstacle can be overcome by a “Designation” rather than an “Appointment” to the Federal Service.

“(2) That the U. S. Employment Service extend the franking privilege and supply the necessary stationery required in connection therewith to all matters pertaining to employment activities both State and Federal; also any office equipment that may be desired by the Employment Service, Commonwealth of Pennsylvania.

“(3) The U. S. Employment Service will furnish to the Employment Service, Commonwealth of Pennsylvania, any and all clearance information that it publishes relative to opportunities for employment outside of the State of Pennsylvania, as well as information as to surplus workers that may be obtained outside of Pennsylvania; also to assist the State Employment Service in any other manner in connection with the clearance of information relative to employment work insofar as its organization will permit.

“(4) All matters pertaining to employment activities in the State of Pennsylvania are to be conducted exclusively through the U. S. Employment Service representative designated for that purpose.

“(5) That the Employment Service, Commonwealth of Pennsylvania, furnish through the said representative, a copy of its weekly reports showing the registrations, requests for help, placements, etc., of its placement offices, and such other information from time to time that may have a direct bearing or relation to employment matters, provided that any additional information requested will not incur any extra expense on the part of the State Employment Service, or inconvenience the organization in furnishing the same.

“(6) At such time when the U. S. Employment Service receives sufficient appropriation from Congress, an adequate amount will be allotted for employment work in the State of Pennsylvania, with the distinct understanding that any employes carried on the Federal payroll will be under the direct and immediate supervision of the State Employment Service official designated to represent both services. In other words, such employes will for all purposes be a part of the State organization with the exception of the source of compensation.”

It was the Commissioner's wish that Mr. Robert J. Peters, Director of the Bureau of Employment, Department of Labor and Industry, be designated as Federal Director of the U. S. Employment Service in the Commonwealth of Pennsylvania, without salary, and that all matters pertaining to employment activities in the Commonwealth of Pennsylvania be conducted exclusively through him as the Federal Director of the U. S. Employment Service in Pennsylvania and as Director of the Bureau of Employment in the Department of Labor and Industry, Commonwealth of Pennsylvania.

The outstanding feature of the work of the Bureau of Employment in 1920 was to secure men for the vacant and waiting jobs. The outstanding feature of the work of the Bureau of Employment during the year, 1921, was just the reverse of that of 1920. In 1921 the efforts of the Bureau of Employment were devoted to carrying out its statutory functions as outlined in the act under which the Bureau was created and is operated, namely, to find employment for the unemployed. In 1920 the applications for jobs totaled 310,943. In 1921, they totaled 525,222; an increase of 214,279 or of 68%. The number of orders for workers in 1920 totaled 557,882. The number in 1921 totaled 91,793; a shrinkage of 466,089. The foregoing figures reveal how great and how increasingly serious the total and involuntary unemployment of working men and women in Pennsylvania became as the months of the year passed by.

In 1920 there were nearly two openings for every applicant who applied for work. In 1921 there were more than five applicants for every opening. The several State Employment Offices in the Bureau of Employment were able to fill 87% of the orders filed in the offices and .889 per cent of the applicants referred to jobs were accepted and placed upon the pay roll. This fact reveals the careful and excellent placement work done by the officials in the several State Employment Offices.

Included in this report are special reports of each State Employment Office in the Bureau of Employment.

There is also included in this report a report of the Division of Licensed Agents in the Bureau of Employment, prepared and submitted by Mr. Jacob Lightner, Chief of that Division.

This report shows that 85,375 persons were placed in employment by the private employment agents operating under a license issued by the Department of Labor and Industry, Commonwealth of Pennsylvania. It also shows that 278 licenses were issued to private employment agents in Pennsylvania during the calendar year of 1921, and that the license fees from these licenses brought into the State Treasury \$13,900. During the year, 1921, 29 licenses were surrendered, 12 licenses were revoked, 1 license was regranted and 20 licenses were refused. Eighteen cases of wage complaints filed by aliens were investigated and settled in which the sum of \$906.85 in wages was recovered for the aliens. During the same year 3271 investigations and inspections were conducted by the investigators in this Division. Twenty-eight violations of law and rules were discovered. Four hundred and seventy-six complaints regarding fees were considered. In the hearings of these complaints, 91 decisions were given in favor of the agents, involving \$570.03. Three hundred and eighty-five decisions were rendered in favor of the complainants, involving \$1742.75.

Special commendation must be expressed here of the excellent and effective manner in which Mr. Jacob Lightner and his diligent and expert investigators and assistants have conducted the work of the Division of Licensed Agents.

Special mention and commendation must be expressed concerning the work of the Division of Reports and Statistics under the direction of Mr. C. F. Deininger, who has not only prepared the new weekly summary report form introduced January 1, 1921, but has also thoroughly revised and simplified the statistical reports of the Bureau of Employment as they promptly appeared every week, every month, every quarter, and as they are specially prepared for this annual report.

Full credit and general appreciation must be expressed for the valuable assistance and cooperation extended to the Bureau of Employment by Mr. Harold M. Lippincott, who has prepared the chart accompanying this report, and to Mr. I. R. Robinson, Chief of the Division of Illustration, who has prepared the photographs and illustrations included in this report.

The Director of the Bureau of Employment wishes to commend in the highest terms the faithful and effective services of Miss Margaret Mary Dunn, Chief Clerk of the Bureau of Employment, who has introduced in the office of the Bureau of Employment as well as in the office of the Division of Licensed Agents, the visible index filing system which has greatly improved and facilitated the work of these offices; and the similar services of Miss Kathryn H. Dunn, Secretary of the Bureau of Employment, who has so carefully and effectively conducted the routine operations of the Bureau that the work of the Bureau has not been retarded by the frequent absences of the Director upon his trips of inspection and that the Director has been able to devote a large portion of his time and attention to planning and constructive measures.

In drawing this annual report to a close, the Director of the Bureau of Employment wishes also to express his profound obligation to the Commissioner of the Department of Labor and Industry for his regular and steady support, his wise and sound advice, his keen and intense interest, and his impelling inspiration in all the efforts and activities of the Bureau.

He wishes also to commend in the highest terms the faithful, devoted, conscientious, valuable and effective service, and the unceasing loyalty of every Superintendent of the State Employment Offices and of every employe in the service of the Bureau of Employment.

Respectfully submitted,

Robert J. Peters,
Director.

STATE EMPLOYMENT OFFICE

ALTOONA, PA.

ANNUAL REPORT—1921.

During the period of unemployment which has continued throughout the year of 1921, the Altoona office was open continuously every working day from eight o'clock in the morning until six o'clock in the evening, and from seven-thirty until nine o'clock P. M., for the purpose of trying to assist the great army of unemployed during the period when seasonal work could be found.

The office has at intervals of three months been making a registration for seasonal employment and emergency calls. This registration includes the telephone number of the applicant or of the nearest neighbor or relative who will call the registrant.

During the month of February, 1921, the office was called upon to furnish on a certain Sunday, seven hundred snow shovelers. This was accomplished within five hours, the office being opened at four o'clock in the morning, and remaining open until ten o'clock at night, for the purpose of accommodating transportation companies and contractors engaged in removing snow from the most important public thoroughfares.

During the months of April, May, and June, this office, from the registration, was able to supply the State Forestry Department, through the five fire wardens located in this district, eighteen hundred fire fighters, and at the same time furnish the trucks to transport the men to the scene of the forest fires.

At the time of the opening of the highways, both State and County, the office was able to supply emergency employes on short notice to fill vacancies in construction forces.

The regular farm day established four years ago, continues every Saturday afternoon from two to five o'clock. Special days that had been established for miners, quarrymen and brickyard men, have been discontinued on account of the fact that most of these operations have either shut down or are working only part time.

During the year, twelve young women were sent away to hospitals to be trained for nurses. This office maintains a registration of both trained and practical nurses, which is available both night and day for those in need of the services of such nurses.

Throughout the year, employment was found for 20,560 women who were sent out as day workers from day to day and whose daily compensation averaged two dollars (\$2.00), totalling as a whole, \$41,120.

earned by these women in this year. Odd jobs for emergency workers have been the only real employment which we have had to depend upon during the past year.

The regular quarterly survey was eliminated in October for the reason that practically all the industries were closed down or were working part time and the figures submitted with the semi-monthly reports were based upon reports given by the heads of the different corporations or contractors employing labor.

The cooperation of churches, societies, business men's organizations, etc., have afforded the office considerable and most valuable assistance in finding work for the unemployed.

| Men | | | |
|-----------------------------------|--------------|----------|------------|
| Industry & Occupation | Applications | Openings | Placements |
| Agricultural | 464 | 400 | 368 |
| Building & Construction | 1365 | 1172 | 1044 |
| Clerical, Professional, etc. | 71 | 17 | 17 |
| Common Labor, | 7072 | 1463 | 1463 |
| Domestic & Personal | 617 | 617 | 617 |
| Metals & Machinery | 221 | 60 | 60 |
| Miners | 228 | 1067 | 217 |
| Miscellaneous | 7582 | 1880 | 1654 |
| Totals | 17620 | 6676 | 5440 |

| Women | | | |
|-------------------------------|--------------|----------|------------|
| Industry & Occupation | Applications | Openings | Placements |
| Clerical & Professional | 432 | 234 | 205 |
| Domestic, etc. | 1119 | 1367 | 886 |
| Day Workers | 21539 | 20846 | 20560 |
| Totals | 23090 | 22447 | 21651 |

STATE EMPLOYMENT OFFICE

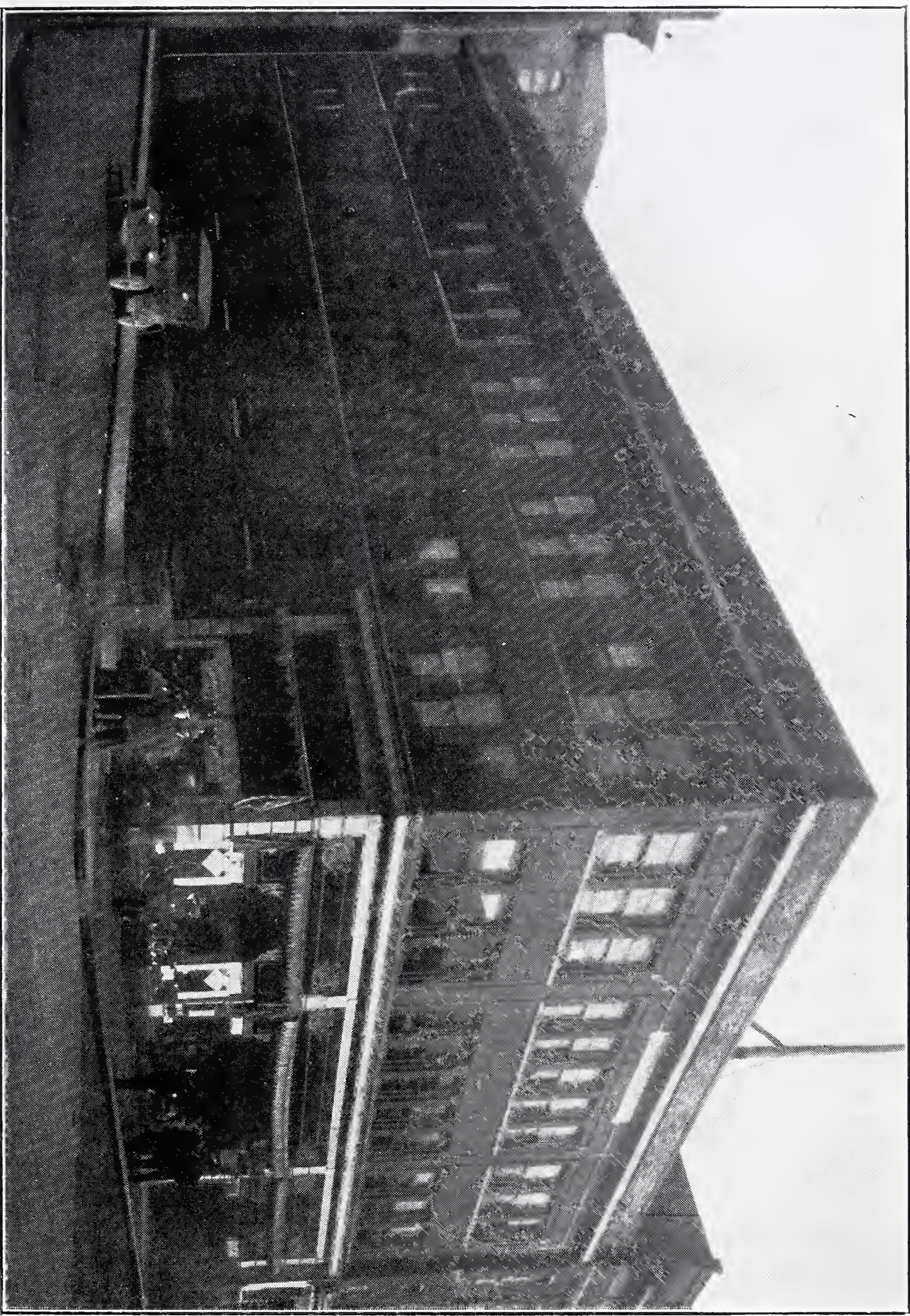
ERIE, PA.

ANNUAL REPORT—1921.

AGRICULTURE.

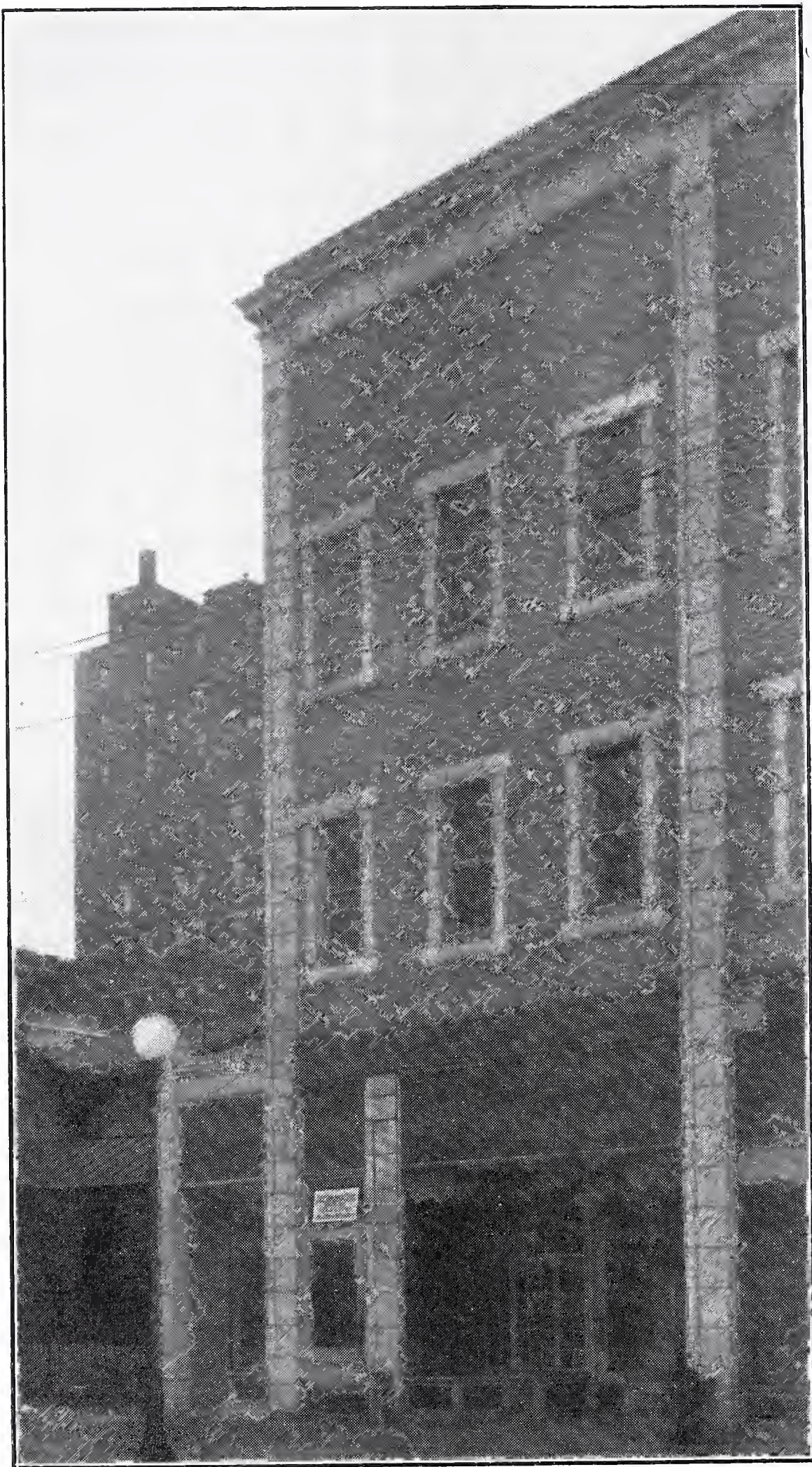
| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 489 | 381 | 446 | 350 | |
| Women | 20 | 20 | 20 | 20 | 370 |

This has been the most successful year in the placement of farm workers which this office has experienced and we believe that the year 1922 will be equally as good and probably better.



Second Floor.

State Employment Office,
Altoona, Pa.



State Employment Office,
(Second Floor.)
Erie, Pa.

During the early part of the year, several articles were sent to the newspapers of the Erie District, pertaining to farm work and on May 14th, following the Commissioner's circular letter of May 2nd to all the farm granges, relative to farm labor day in our office, we sent a letter to all the fruit growers in Erie County, outlining the aid we could render them in harvesting their fruit crops. Due to the heavy frosts in the late Spring, a large part of the fruit crop was destroyed and we were not called upon to the extent we expected for fruit harvesting. This cut down our placement of female workers.

Close cooperation was secured with the Erie County and Crawford County Farm Bureaus and several articles on farm labor were placed in their publications.

We closely followed up all our farm placements to see that the men actually arrived and were hired and also that they were satisfactory. In this way we showed the farmers not only that we were anxious to make the placements, but that we wished to furnish capable help.

The greatest difficulty encountered in making farm placements was to get good, efficient men to work for the wages which the farmers wanted to pay this year. Wages during 1921 were \$25.00 to \$40.00 per month for single men against \$35.00 to \$50.00 for 1920; and \$35.00 to \$50.00 for married men against \$50.00 to \$85.00 in 1920.

BUILDING TRADES.

| | Applications | Openings | References | Placements | Total |
|-----|--------------|----------|------------|------------|-------|
| Men | 494 | 241 | 321 | 239 | 239 |

The value of building operations in 1921 in Erie was less than in 1918, 1919 and 1920, and the result was a surplus of skilled builders during the entire year, making it somewhat difficult to place skilled mechanics.

On March 1st, 1921, a strike was called by the carpenters which was followed on May 1st by strikes of the other building trades, which did not end until August, 1921. Our office did not, of course, furnish any men during that period to the contractors.

Building operations in Meadville, Penna., were fairly good during the year 1921 and the supply of skilled builders was equal to the demand.

METALS & MACHINERY.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 644 | 150 | 278 | 146 | |
| Woman | 185 | 124 | 149 | 123 | 269 |

The business depression has had a disastrous effect on the City of Erie, where most of our placements are made. On December 1st,

1921, only 12,400 employes were employed in Erie establishments out of a working force of 25,000 and of the men who were working, only 5,300 were working full time. It is strange to note that there has not been the same reduction in the number of women workers; in fact, our labor survey of December 1st, 1921, showed an increase in the number of women workers over that of September 1st, 1921.

During the past year we continued visiting the shops, as during the previous year. In most cases we were treated cordially and, when business revives, we have every reason to believe that we shall receive the same cooperation as formerly. Visits were also made to plants at North East and Meadville, Penna.

The same "follow up" system which we used in placing farm hands was also used in following up our work with skilled shop workers. No placement was recorded until the job was actually filled and in many instances, we would send six workers before the right man was found for the opening. This tends to show the employer that we do not base the success of this office on the number of placements, but on furnishing the right man for the right place.

The closing of 1921 shows the following plants shut down in Erie: The American Brakeshoe & Foundry Company, Erie Specialty Company, Erie-Buffalo Tube Company, Erie Crucible Steel Company, Modern Tool Company, U. S. Horseshoe Company, and the Erie Metal Products Company.

CLOTHING & TEXTILES.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 1 | 1 | 1 | 1 | |
| Women | 49 | 32 | 41 | 30 | 31 |

The textile and clothing establishments which are located in this district are all small shops and consequently there are very few applicants for this class of work.

The plants that are located in this district have been fortunate in securing business during the past year and have been operating at nearly a normal capacity. During the year, the Nubone Corset Company moved part of its plant from Corry, Penna., to Erie, Pa., which in addition increases the number of female workers in this city.

CLERICAL.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 232 | 34 | 69 | 33 | |
| Women | 233 | 63 | 90 | 61 | 94 |

Clerical workers have been the greatest sufferers from the present business depression, as the manufacturers' first thought was to cut down their overhead expenses, which of course affected this class of

help. The railroads likewise released a large number of men and women, whose only office experience was in railroad work.

We have received but few orders for office men and the majority of our female placements have been as stenographers. We have adopted a policy of testing all stenographers in the office before referring them to positions, to see if they have the proper ability for the position that was open. This policy has enjoyed the benefit of several newspaper articles, which has helped this branch of our work.

Many of the clerical workers that applied at our office, who had no experience in bookkeeping or stenography, were induced to accept domestic work and the male applicants were often placed in sales jobs; and others who had any experience in farming, were induced to enter this occupation until conditions improve. References were carefully looked into, especially where the position involved the handling of money.

HOTEL & INSTITUTIONS.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 218 | 143 | 178 | 140 | |
| Women | 133 | 103 | 109 | 102 | 242 |

The demand for restaurant and hotel workers has been very light this year, due to the lack of business and to the fact that the workers have been more attentive to their positions and do not change frequently. During good times, it was hard to get good workers for restaurant and hotel work and the men were constantly changing. but this condition has entirely changed at the present time.

By means of correspondence, we were able to increase our placement work with the surrounding summer resorts and a number of satisfactory placements were made, which will be a help in our 1922 work.

We have had very good cooperation from the two local hospitals. furnishing them with all classes of help; and some very good placements have been made with institutions in other parts of the Erie District.

MINE & QUARRY.

| | Applications | Openings | References | Placements | Total |
|-----|--------------|----------|------------|------------|-------|
| Men | 2 | 1 | 1 | 1 | 1 |

There are few mines in this district and these few are in the Southern end of the Erie District. There are very few local men who understand this work, which fact explains the small number of applicants.

TRANSPORTATION.

| | Applications | Openings | References | Placements | Total |
|-----|--------------|----------|------------|------------|-------|
| Men | 123 | 26 | 41 | 25 | 25 |

We had a large number of applicants during the past year who were railroad men but we filed their applications under other trades, in which they may have had some experience. The railroads have furloughed a large number of men and we knew that we would not receive any calls from the railroads for transportation men. At the close of the year, some men had been recalled but this number was very small.

The most of our placements under this caption were truck drivers and chauffeurs. We handled this class of applicants in the same way as we handled the railroad men, inducing them to take up other branches of work, taking applications as truck drivers only of those who had considerable experience or could not do anything else.

We placed a few men as teamsters but it seems that this branch of work is diminishing each year with the increasing use of trucks.

SALES & PROFESSIONAL.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 98 | 49 | 66 | 49 | |
| Women | 161 | 121 | 131 | 121 | 170 |

Considering the dull retail trade of the past year, we were quite successful in placing salesladies who comprise most of our placements for women. We furnished a new store, opening in Erie, with its entire clerical help numbering 65 girls; looking up their references as to honesty and character with the result that the manager was entirely satisfied with our assistance.

Due to the new sales policy of selling direct to the consumer, we received a large number of requisitions for house-to-house canvassers. Though a majority of the propositions were worthless as far as their sales merit was concerned, we made a number of placements for this class of work, male and female, which proved paying propositions.

We are going to devote a good share of our publicity during the coming year to increasing our business with the retail stores.

COMMON LABOR.

| | Applications | Openings | References | Placements | Total |
|-----|--------------|----------|------------|------------|-------|
| Men | 1342 | 1081 | 1133 | 1062 | 1062 |

Common labor has been a drug on the market during the entire year but the surplus was greater at the last of the year than at the first.

The extensive State road work carried on in this district during the summer of 1921, was a great help in placing laborers and a large

share of our placement work was done in this way. We sent men to Crawford, Warren and McKean Counties for road work, besides furnishing practically every contractor in Erie County with a large number of their men. We shipped sixty men to Smethport, Penna., a distance of 125 miles, by truck.

Letters were sent in the early Spring to all the contractors who had projects left over from the preceding year and, as each contract was let during the year, we wrote to them and, if possible, visited them on the job.

Due to the light building operations during the year, we did not furnish many laborers for this class of work, but we kept in close touch with such operations as were carried on and were able to place a number of men who were badly in need of the work.

Some placements were made with the manufacturers, but they were mostly needy cases for whom places were made by the employers.

DAY WORKERS & DOMESTIC SERVICE.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Women | 1222 | 1049 | 1097 | 974 | 974 |

This branch of our work shows an excellent increase over that of the preceding year. Publicity has been given to the number of day workers on our list who were in need of the work, and we were in this way able to relieve the charities of some expense.

In placing domestic help, we have made it a very strict rule to investigate references before referring girls into private homes, taking every precaution as to their honesty. We have cooperated very closely with the schools, especially as to working certificates, and have induced a number of girls to return to school, where we found that their working was not necessary. The office has also cooperated very satisfactorily with the U. S. Interdepartmental Social Hygiene Board, which has the interest of all girls at heart.

By working closely with the Associated Charities and the International Institute, we were able to improve our department of day workers. A large surplus of day workers existed during the year, due to the increased number of persons looking for this class of work and to the decreased amount of work.

MISCELLANEOUS.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 715 | 636 | 673 | 635 | |
| Women | 271 | 181 | 188 | 181 | 816 |

By means of several campaigns for the promotion of short or odd jobs, we increased the number of casual workers during the year. During the month of March, this office organized a campaign for odd

jobs and solicited the support of the Rotary Club, Kiwanis Club, Y.M.C.A., various churches and other civic organizations with the result that some good was derived from our efforts.

About the middle of September, a meeting was called by the Chairman of the Social Service Federation of representatives of the Manufacturers Association, the Board of Commerce, civic organizations, charitable institutions and other bodies interested in unemployment and relief work and a committee was formed to work out a program to relieve the situation. The writer was chairman of the unemployment committee which put on a "Hire A Man Week," securing unlimited newspaper publicity, church announcements and announcements in the theatres. Many odd jobs were secured thru this work but it was only a temporary relief.

TOTAL PLACEMENTS.

| | Applications | Openings | References | Placements | Total |
|-------|--------------|----------|------------|------------|-------|
| Men | 4385 | 2756 | 3231 | 2729 | |
| Women | 2289 | 1699 | 1834 | 1618 | |
| | <hr/> | <hr/> | <hr/> | <hr/> | |
| Total | 6674 | 4455 | 5065 | 4347 | 4347 |

ERIE REPRESENTATIVE COUNCIL.

The council at the present time consists of Messrs. Behrend, Griswold and Burke, representing the manufacturers, and Messrs. Eichhorn and McManus, representing labor.

This council has met monthly during the past year and has been attentive to its work, giving a number of suggestions which have tended to increase the efficiency of the office and doing whatever the members could to relieve the unemployment situation.

QUARTERLY SURVEY.

We have instituted a regular quarterly survey of the employment conditions of Erie, sending a circular letter four times a year to the manufacturers, contractors and department stores ascertaining the number of men and women on their payrolls. A copy of this report is then sent to those who are able to use this information; especially to the mayor, councilmen, county commissioners, etc.

This survey has been heartily approved by the Representative Council, Board of Commerce, Retail Merchants' Association, and other organizations.

REPORTS

A comprehensive report of seasonal trades and industries was compiled during the year under directions of the Bureau of Employ-

ment, embracing all trades and industries of the six counties in the districts of this office.

A report was also compiled of all public work under contract and under construction in the counties, cities, boroughs, and school districts of the Erie District.

The number of placements made in 1921 does not show an increase over those in 1920, but this decrease was to be expected. The placements made in 1921 were appreciated much more by the men than were those made during the preceding year.

The number of applicants does not show the number of people who visited our office during the past year. We could not take the applications of all and it was not necessary to do so. There were approximately 20,000 applicants at our office during the past year.

STATE EMPLOYMENT OFFICE, HARRISBURG, PA.

ANNUAL REPORT—1921.

In January an increase in the number of unemployed was noted, following reductions of previous months, due to lack of orders and to unsettled conditions in business. Thousands of men and women were laid off for an indefinite time. The Office was confronted with the problem how to meet this emergency. From knowledge gained through experience in employment matters, the office set about making plans to take care of the unemployed. Being conversant with the seasonal trades and industries, and having been informed that a shortage existed in the mining sections, the office sent letters to the State Mine Inspectors in the various sections of this district with questionnaires attached. Through this method orders were received for 1400 skilled and 1167 unskilled workmen. Arrangements were then made with the mine operators whereby hundreds were placed in this field.

We then set about getting in touch with the farm employers in this district. Questionnaires were sent to these persons, through which many orders were received and men were placed in agricultural jobs.

During the following period, our activities were turned to building and construction, state highways, municipal and county improvements. To be in a position to render better service, representatives of this office visited the various jobs and industries to familiarize themselves with the work and with the type of help wanted. By being in constant touch with the employers, reliable information re-

garding opportunities was always on hand and considerable time was saved, both for men looking for work and for employers seeking help. Many orders were received daily by this method.

During the harvest period our attention was turned to sending men to work in the harvest fields. Another step towards securing work for the idle was to find openings during the corn cutting, corn husking and house cleaning season.

In order to secure the full cooperation of all employers, a letter was sent to each employer in this district, which reads as follows:

"We are receiving at this office, applications for employment from many men and women for whom we cannot find places. If you have in your establishment, positions of any kind of labor, mechanical, technical, factory or domestic, into which one or more of these persons can be fitted, please advise us by answering the following questions:

Question 1. How many persons can you use?.....

Question 2. What kind of work?..... Wages?.....
Hours?....."

As already indicated, the replies to this and other questionnaires which were sent to employers of labor were immediate and enthusiastic.

The appropriation for carrying on this work does not enable the office to do much in the way of advertising, either to the employer or to the employe. The friendliness of the newspapers in publishing articles and in advertising free of charge, has rendered valuable assistance in securing many short time jobs for the unemployed. With the aid of the press, many orders were received which would not have been received had we not received this cooperation.

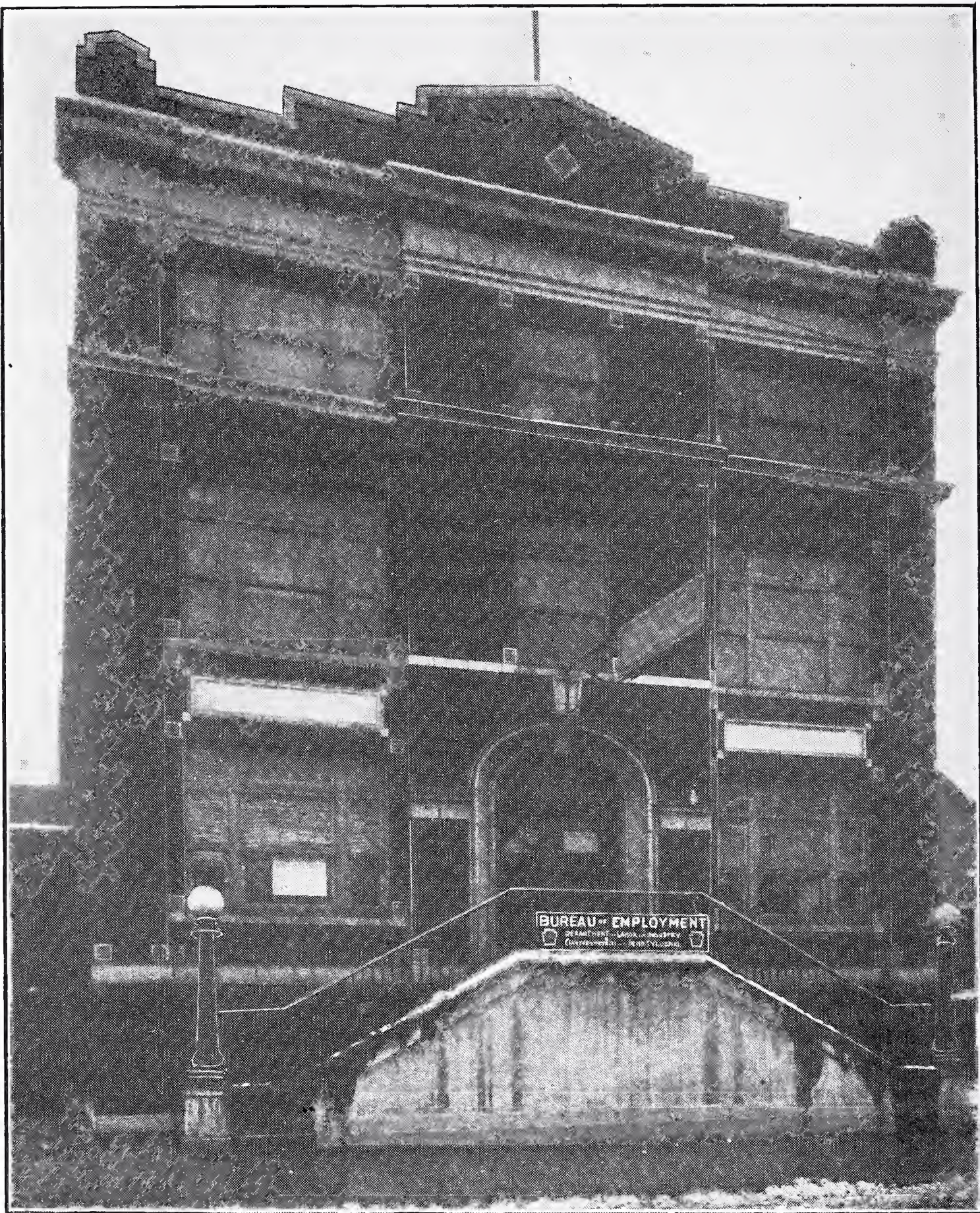
The following sections are maintained in this office: Men's Section, including clerical, professional, technical, metal and building trades, hotels and restaurants, common labor, farm help, miscellaneous and other skilled occupations; Women's Section, including clerical, professional, factory, domestic and hotel.

The rigid policy of this office has been that no person should be sent out to a position unless an employer has given a definite order to be filled. For this reason, the figures give an account of the applications, openings, references and placements as nearly accurate as possible. In the matter of placements, we give due credit to state, city, county and individual employers, who voluntarily went ahead with their work in view of the chaotic conditions and lack of confidence which prevailed during the past year in the business field. Without this cooperation the results obtained by this office would have been impossible.

The following tables give statistics of the business done by the Harrisburg Office of the Bureau of Employment:



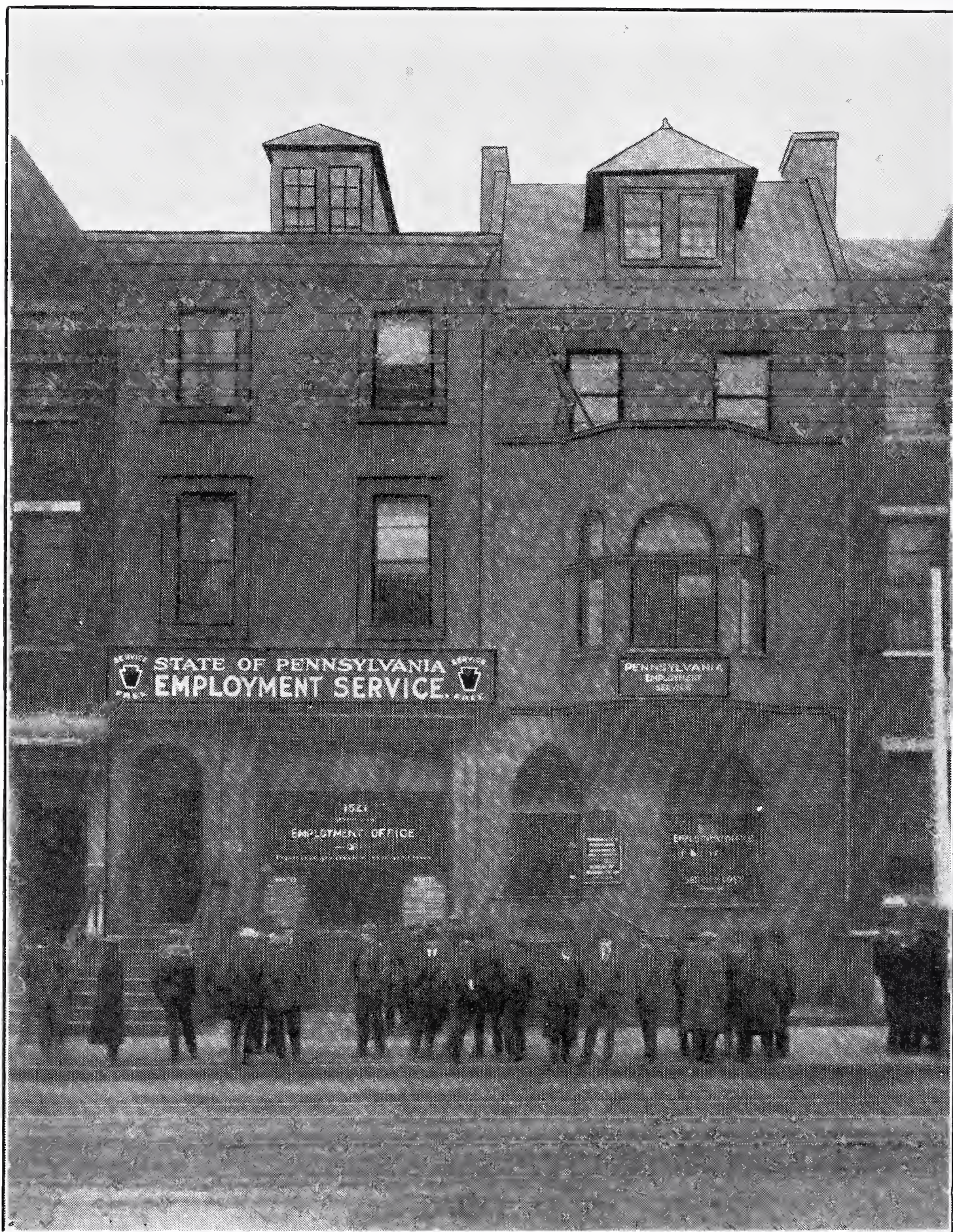
State Employment Office,
Johnstown, Pa.



State Employment Office,
McKeesport, Pa.



State Employment Office,
New Kensington, Pa.



State Employment Office,
Philadelphia, Pa.

| | Applications | Openings | References | Placements |
|---------------------------|--------------|----------|------------|------------|
| Men | 4262 | 3270 | 3090 | 2922 |
| Women | 2279 | 3817 | 3334 | 2713 |
| Totals | 6541 | 7087 | 6424 | 5635 |
| Placement percentage .877 | | | | |

The field representatives who make visits to employers are required to report weekly to the Director concerning their visits to employers and persons seeking employment. By this method the Director is constantly in touch with the activities of the office.

STATE EMPLOYMENT OFFICE, JOHNSTOWN, PA.

ANNUAL REPORT—1921.

Ready at all times to lend its aid and efforts towards assisting the employe to secure work or the employer to find the right man for the right job, over the entire Johnstown District which comprises the counties of Cambria, Somerset, Indiana, Westmoreland, Clearfield and Jefferson, as well as in cooperating with all the other State Employment Offices in the Bureau of Employment, the Johnstown State Employment Office completes the year 1921 with a record of which it is justly proud and which has proved to be the banner year in the history of the office.

In presenting these several reports, there are many things to be noted in the different comprehensive statements which are interesting and edifying.

1. By referring to the STATEMENT OF ACTIVITIES OF THE JOHNSTOWN STATE EMPLOYMENT OFFICE, BUREAU OF EMPLOYMENT, 1921, the trend of the unemployment situation can be seen from the number of applicants, who applied for work during the different months. In January the situation was not serious, with only 1113 applying for work; in February, 1095; in March, 2703; then the big depression came and in June 6613 applied for work, this number being gradually reduced each month until November, when it again increased and showed that during the month of December 2248 applications were received, making a total of nearly 30,000 persons (men and women) applying for work during 1921.

The number of orders from employers received during the year tells about the same story. January showed that 3192 persons were asked for; in February, 1269; with a gradual decline to July. The month of August then showed a slight gain, as well as September and October; but in November the calls again lessened and December showed the lowest number of the entire year.

COMPARATIVE STATEMENT

1918, 1919, 1920 and 1921.

| MONTH | APPLICATIONS | | | | OPENINGS | | | | REFERENCES | | | | PLACEMENTS | | | |
|-------------------|--------------|--------|-------|--------|----------|--------|--------|--------|------------|-------|-------|-------|------------|-------|-------|-------|
| | 1918 | 1919 | 1920 | 1921 | 1918 | 1919 | 1920 | 1921 | 1918 | 1919 | 1920 | 1921 | 1918 | 1919 | 1920 | 1921 |
| January, ----- | 88 | 607 | 780 | 1,118 | 94 | 3,720 | 4,558 | 3,192 | 70 | 597 | 435 | 643 | 64 | 577 | 411 | 568 |
| February, ----- | 105 | 997 | 306 | 1,095 | 208 | 4,019 | 4,504 | 1,269 | 75 | 259 | 217 | 470 | 74 | 239 | 212 | 424 |
| March, ----- | 106 | 996 | 424 | 2,703 | 256 | 1,557 | 6,071 | 917 | 122 | 376 | 279 | 704 | 114 | 323 | 226 | 633 |
| April, ----- | 298 | 492 | 407 | 1,906 | 1,131 | 1,211 | 4,779 | 842 | 237 | 289 | 299 | 605 | 224 | 286 | 283 | 563 |
| May, ----- | 284 | 624 | 687 | 4,302 | 777 | 1,258 | 3,376 | 951 | 246 | 420 | 535 | 736 | 246 | 418 | 521 | 685 |
| June, ----- | 409 | 680 | 500 | 6,613 | 2,171 | 807 | 3,238 | 555 | 323 | 495 | 434 | 515 | 315 | 488 | 384 | 480 |
| July, ----- | 307 | 853 | 564 | 2,813 | 4,221 | 925 | 3,105 | 459 | 267 | 607 | 514 | 429 | 265 | 589 | 435 | 401 |
| August, ----- | 383 | 1,003 | 526 | 1,680 | 10,547 | 3,736 | 2,300 | 551 | 341 | 462 | 462 | 401 | 333 | 435 | 405 | 379 |
| September, ----- | 474 | 808 | 450 | 1,646 | 8,701 | 4,816 | 6,430 | 763 | 437 | 659 | 515 | 716 | 433 | 607 | 461 | 695 |
| October, ----- | 303 | 2,490 | 714 | 1,672 | 6,431 | 2,978 | 8,081 | 1,285 | 252 | 878 | 679 | 779 | 251 | 865 | 635 | 725 |
| November, ----- | 754 | 1,514 | 972 | 1,821 | 6,588 | 6,531 | 5,248 | 802 | 725 | 592 | 896 | 662 | 725 | 577 | 833 | 607 |
| December, ----- | 757 | 1,553 | 1,070 | 2,248 | 6,405 | 5,531 | 6,841 | 415 | 746 | 683 | 886 | 426 | 719 | 669 | 845 | 389 |
| Total 1918, ----- | 4,268 | | | | 47,510 | | | | 3,841 | | | | 3,763 | | | |
| Total 1919, ----- | | 12,576 | | | | 37,119 | | | | 6,317 | | | | 6,073 | | |
| Total 1920, ----- | | | 7,400 | | | | 58,531 | | | | 6,151 | | | | 5,651 | |
| Total 1921, ----- | | | | 29,612 | | | | 12,001 | | | | 7,106 | | | | 6,549 |

STATE EMPLOYMENT OFFICE

McKEESPORT, PA.

ANNUAL REPORT—1921.

During the year 1921 the main plant of the National Tube Works operated at an average of 75% capacity; the Galvanizing Works operated at an average of 50% capacity; the U. S. Seamless Tube Works, at an average of 60% capacity.

The McKeesport Tin Plate Company, "The Largest Independent Tin Mill in the World", has operated to its full capacity, except during a period of six weeks while being rebuilt after the plant had been destroyed by fire.

The W. D. Wood Plant of The American Sheet & Tin Plate Company operated at an average of 50% capacity; the Firth Sterling Steel Works, at an average of about 25% capacity; the Duquesne Steel Works of Duquesne, at an average of 50% capacity; the Pittsburgh Steel Foundry of Glassport, at an average of 35% capacity; the Hoop and Band Mill of Glassport, at 50% capacity; the United States Glass Works of Glassport, at 33% capacity; the Clairton Steel Works of Clairton, at about 40% capacity; the By-Product Plant of Clairton, at about 70% capacity, the Westinghouse Air Brake Works at Wilmerding, on an average of 40% capacity.

The building operations in the City of McKeesport were not large or numerous. Except the new Y. M. C. A. and the Centennial Public School buildings, there were not many new buildings.

Taking everything into consideration, the City of McKeesport has possibly been favored more than most cities of Pennsylvania in the line of industrial work.

Since May 1, 1921, the Superintendent of this office made more than 400 calls upon employers of all kinds of labor.

Below are stated the number of men applying for work and the number of those placed through the State Employment Office, McKeesport, Pa., as well as the number of women applying for work and the number securing employment through this office during the year, 1921.

| | Applications | Placements |
|-------------|--------------|------------|
| Men | 4952 | 1124 |
| Women | 1317 | 503 |
| Grand Total | 6269 | 1627 |

STATE EMPLOYMENT OFFICE, NEW KENSINGTON, PA.
ANNUAL REPORT—1921.

AGRICULTURE.

This is not a prosperous farming section, although many farms are being worked, but with their own help and on a small scale.

BUILDING TRADES.

A large number of buildings and dwellings have been erected; the work and contracts are conducted on a basis of just keeping enough work started to hold the regular men on the jobs and to keep them busy as long as the work will last. There are no booms or rush jobs to bring more men here than can be used.

METALS & MACHINERY.

All the mills and factories have been operating, with the exception of the Braeburn Steel Company's plant at Braeburn, Pa., which has been idle for more than a year. Of course, all the plants have made considerable progress in the last four months, increasing some of the force as much as 100% in several instances.

CLERICAL.

All mills that are operating have their full quota of office help, therefore, making quite a decrease in our list of applicants during the past year.

TRANSPORTATION.

As this is not a railroad center we do not have many calls for this class of help, but many applicants.

COMMON LABOR.

Because this is a manufacturing center and many road jobs have been finished, we have a large number of idle men in this class, mostly foreign. As the mills put on more men, it takes a large percentage of common laborers to keep them going. Conditions have been much better during the last four months.

MISCELLANEOUS.

We do not have many small jobs; therefore, not much call for this class of help.

HOTEL & RESTAURANT.

The hotel and restaurant work has been very slack this year. The proprietors generally have a large number of applicants coming in every day and can pick out the ones they want; therefore, we do not have many orders but many applicants.

MINES & QUARRY.

The mines have been working regularly this year, but we have not placed many men in the mines owing to the fact that the miners working get their friends in on the job before we are asked for help.

SALES.

There is not much demand in this line. The Aluminum Company has its representatives in each town and city and gets its help from the residents generally. Not many men from here go out on the road for it.

SUMMARY.

| | Applications | Openings | References | Placements |
|----------------------------|--------------|----------|------------|------------|
| Agriculture, | 401 | 29 | 8 | 7 |
| Building trades, . | 930 | 94 | 88 | 86 |
| Metals & Machin-
ery, | 3645 | 891 | 939 | 886 |
| Clerical, | 863 | 47 | 47 | 47 |
| Transportation, | 1662 | 14 | 14 | 14 |
| Common Labor, . | 13820 | 1988 | 2370 | 1984 |
| Miscellaneous, . | 1144 | 30 | 28 | 28 |
| Hotels & Restaur-
ants, | 588 | 32 | 28 | 28 |
| Mines & Quarry, | 1793 | 23 | 10 | 10 |
| Sales, | 143 | 17 | 10 | 10 |
| | <hr/> | <hr/> | <hr/> | <hr/> |
| | 24989 | 3165 | 3542 | 3100 |

STATE EMPLOYMENT OFFICE, PHILADELPHIA, PA.

ANNUAL REPORT—1921.

The advent of 1921 brought with it a distinct change in the character of our work.

For a period of three years the office had confined its activities almost exclusively to finding men for jobs. The depression in all lines of industry, which started in the Fall of 1920, changed our activities to finding jobs for men.

For nearly four years the largest industries and construction companies of the district had stationed employment representatives at this office to recruit men in nearly every known trade. By March, 1921, practically all these companies had with-drawn their represent-

atives, but continued to cooperate with the office on a decidedly restricted scale. While employers still send their employment representatives to our office, they are usually detailed for not over a day or two at a time, and the men in most cases are required for construction work.

Inevitably there has been a very heavy falling off in placements. The falling off in orders from employers in the district has been to a small extent offset by orders received from manufacturing plants, construction jobs and mercantile establishments outside the district and in many cases a considerable distance from the State.

This was probably due to the fact that the acute shortage of men during 1920 handicapped industries in the rural districts, so that when the depression came, many of them which had been short-handed, took advantage of conditions to build up their forces to normal size.

This was particularly true in the anthracite mining region. The war brought hundreds, if not thousands, of miners to the munition plants and shipyards of the Delaware River district. With the closing down, however, of shipyard activities, a number of the mining companies, particularly in Scranton and Wilkes-Barre, sent their representatives to this office and recruited a considerable number of not only experienced miners, but foreign laborers for mine work.

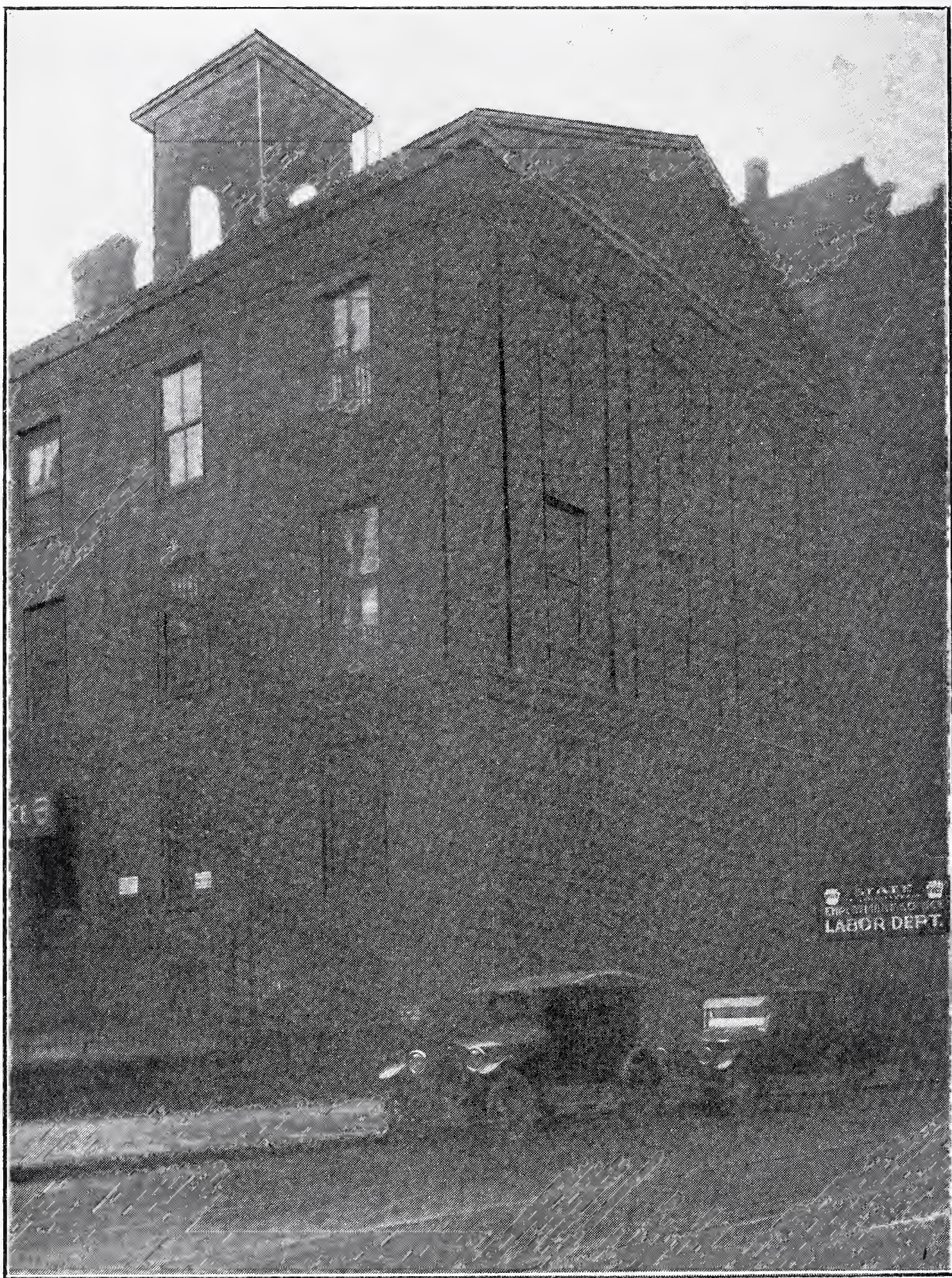
During the past year the office has received a great many letters from manufacturers through the middle West, desiring to get in touch with sales representatives to handle their products. In many cases, however, these orders have simmered down to canvassing jobs, the manufacturer being unable to market his product through the jobber and the usual channels, and resorting to a direct-to-the-consumer drive.

The largest outlet in any one industry has probably been in ship construction; but as practically all the Emergency Fleet contracts were completed by July, 1921, this industry seems to be the hardest hit of all by depression and unemployment. Three of the war-time plants are entirely closed, namely, Traylor Ship-building Company, Cornwells, Pa.; Merchant Shipbuilding Company, Bristol, Pa.; and Pusey & Jones, Gloucester, Pa. The two largest shipyards, Cramps and New York Ship, have particularly been affected adversely by the Disarmament Congress at Washington.

As a result of the President's Unemployment Conference at Washington, the office cooperated with the Mayor's Unemployment Committee in relieving to a small extent the unemployment situation in Philadelphia. The very material assistance given to the Mayor's Committee by the Bureau of Employment and by the State Printer, accounts in our judgment for whatever success was attained. Unquestionably wide-spread publicity was given to the emergency activities of the Mayor's Committee and of the office through the questionnaire printed by the State Printer and delivered through the postal



State Employment Office for Women,
Philadelphia, Pa.



State Employment Office,
Pittsburgh, Pa.

authorities to over 150,000 industries, merchantile establishments and householders in Philadelphia.

STATE EMPLOYMENT OFFICE FOR WOMEN,
PHILADELPHIA, PA.

ANNUAL REPORT—MARCH 1, 1921—DECEMBER 31, 1921.

The State Employment Office for Women was opened March 1, 1921, for the purpose of helping to find employment for women during the period of growing industrial depression. A location was chosen that was near to the center of the city, near to the railroad stations, and in a neighborhood respectable and pleasing even to the most timid or the most fastidious of women. The location alone is almost a discrimination against certain types of women who gather in offices in less desirable neighborhoods. In our opinion this is a great gain at the outset because the policy of the office is to help the most deserving first; and in such times as the present, this help reaches only a small proportion of those in need.

We do not permit applicants to sit in the office waiting for work. They come as often as they like to inquire, but only in rare instances do they wait for employers. It seems that we gain more than we lose in this way as the applicants have more respect for the place and do not make it a lounging center. The location of the office, together with the pleasant and orderly arrangement of the rooms, has attracted a very earnest class of workers who appreciate the work done for them and are giving good service to employers. One old colored woman said: "The minute I looked around this place, I knew there was nothing common about it." One employer said that the mere fact of coming through a State Employment Office should increase the stability of the industrial girl. She should feel a greater dignity and respect for her position.

The work of the employment office is done by two persons: a superintendent and a field representative. The superintendent does the interviewing and placing; the field representative visits employers to make known the work of the office, to get acquainted with their particular needs, and to offer help in securing the kind of workers they desire.

By means of circular and personal letters to employers from the Director of the Bureau of Employment and through the visits of the field representative, the work of the Women's Office has gradually become known to the majority of the city's industrial corporations

and business firms. The employers have shown the office great courtesy and we trust that it may gradually gain a reputation at least for the earnestness of its effort to render efficient service.

To secure a registration of excellent applicants is difficult as there is no one place to go for just the right women. Many of the best workers do not go to employment offices or even answer advertisements. A woman who has been placed in a position where she is contented and happy, will do, perhaps, more to send other desirable applicants than will any other means. Good workers also come from the employment departments of the large industrial plants and business houses. Our field representative has left office cards at these departments stating that when good applicants come to them, whom they cannot use, we shall be pleased to have them referred to our office. This plan has worked out well as the girls and women who apply directly to such places as the Pennsylvania Railroad, the Bell Telephone Company, the United Gas Improvement Company, the Curtis Publishing Company, the Wanamaker Store, the various banks, etc., are usually of a higher type than the average working woman.

The officials in this office owe much gratitude for the very helpful cooperation of the employment managers in this vicinity, who have given information liberally and have helped to place desirable applicants.

In our cooperation with the welfare agencies, we have not been so successful because the majority of applicants coming from these agencies are the hardest to place. Their needs do not come within the range of an employment office, as they require constant supervision and personal advice and admonition. There are often physical disabilities to be dealt with. We do the best we can within the limits of our work, and a few cases turn out successfully; the rest we must leave entirely to the welfare agencies.

The applicants registered at the office are of all classes except domestic servants for private families. There is too much personal investigation needed for the proper placement of women in private families in a large city, for a limited office force to handle. There are several free offices, however, to which domestics can be referred and in which orders for domestics are registered, where excellent service is given. The cooperation of these offices has greatly been appreciated by our office.

The applications are divided into three large groups: Commercial, industrial, and institutional. A fourth group, professional, is so small in proportion to the other three as to be negligible, or to be classed with the miscellaneous workers.

Of the three groups, the greatest number of applicants is to be found in the third; the medium number in the second; and the

smallest number in the first. This is the development so far. What we prefer is that the industrial should comprise the first and greatest number; the commercial, second; and the institutional, third. This we feel would be the order of greatest service. From all reports we find that the least is being done in the matter of free employment service, for industrial workers. There is very efficient help being given to office girls by the various typewriter companies and by the business schools. The institutional workers are helped by the various philanthropic organizations; the factory girls are helped to some extent by the union offices and by the girls' clubs. The younger girls receive excellent service from the Junior Employment Office; but there is still much to do for the industrial women workers, and we trust that they will come in greater numbers than in the past as the possibilities for industrial positions increase. The office girls register when they know that prospects of work are slim, but the factory girls stay away until it is rumored that there is work to be had by applying at the office.

The salaries and wages in all lines of work are discouragingly low at present. In the office and factory positions the salaries seem even poorer than they are on account of the high rates paid during the war. The office girls on the whole are philosophical about the reduction in wages and are working for almost any wage that they can get, feeling that they can at least be in practice for something better when it comes. The factory girls are more restless and many of the younger girls shift from job to job only to be disappointed. These young girls complain that they are taken on as learners but that they are never allowed to complete the learning. As soon as they are in line for an increase of wage (or so they think), they are laid off and a new group of learners is employed. This may happen in rare instances and in low grades of work. But the other side of the story is, according to employers, that the young, unskilled girls will not stick at a new job long enough to learn it thoroughly.

The most unsatisfactory applicant is the eighth grade girl with the short business course, who says she can do "everything in an office." Her attitude is hopeless. The positions which such girls are equipped to fill are not so desirable as running a power machine or doing housework, either in point of wage or of good surroundings.

The work of the office is never monotonous. It is often very discouraging and sometimes even depressing; but then applicants come who are intensely interesting and a few of them inspiring.

APPLICATIONS

| Date 1921. | Agriculture & Food | Clerical | Clothing & Textiles | Day Workers | Domestics | Hotels & Institutions | Machine & Factory | Profess. & Trained | Sales | Miscellaneous |
|------------|--------------------|----------|---------------------|-------------|-----------|-----------------------|-------------------|--------------------|-------|---------------|
| March | | 122 | 11 | 3 | 3 | 50 | 21 | 17 | 3 | 5 |
| April | | 128 | 3 | | 3 | 33 | 30 | 3 | 1 | 7 |
| May | 3 | 99 | 2 | | 1 | 57 | 24 | 8 | 6 | 9 |
| June | 7 | 115 | 8 | | 2 | 53 | 26 | 8 | 10 | 13 |
| July | | 59 | 8 | | | 87 | 24 | 11 | 2 | 7 |
| August | 10 | 48 | 17 | | | 99 | 36 | 14 | 3 | 16 |
| September | 4 | 166 | 15 | | | 97 | 47 | 16 | 4 | 20 |
| October | 9 | 176 | 22 | | | 102 | 32 | 22 | 8 | 31 |
| November | 8 | 105 | 38 | | | 104 | 29 | 8 | 7 | 11 |
| December | 5 | 103 | 18 | | | 116 | 31 | 2 | 11 | 22 |
| Total | 46 | 1,121 | 142 | 3 | 9 | 798 | 300 | 109 | 55 | 146 |

PLACEMENTS

| Date 1921. | Agriculture & Food | Clerical | Clothing & Textiles | Day Workers | Domestics | Hotels & Institutions | Machine & Factory | Profess. & Trained | Sales | Miscellaneous |
|------------|--------------------|----------|---------------------|-------------|-----------|-----------------------|-------------------|--------------------|-------|---------------|
| March | | 7 | 3 | | | 11 | 14 | 1 | 1 | |
| April | 4 | 14 | 4 | | 1 | 16 | 39 | 2 | | 3 |
| May | 2 | 23 | 4 | | 1 | 28 | 27 | 2 | 1 | 7 |
| June | 3 | 29 | 9 | | 2 | 32 | 18 | 2 | 6 | 8 |
| July | | 16 | 5 | | | 38 | 30 | | | 2 |
| August | 4 | 15 | 5 | | | 49 | 27 | 1 | 1 | 2 |
| September | 2 | 23 | 10 | | | 38 | 31 | 2 | 2 | 9 |
| October | 10 | 26 | 16 | | | 28 | 9 | | 6 | 10 |
| November | 13 | 31 | 8 | | | 19 | 25 | 2 | | 4 |
| December | 7 | 12 | 7 | | | 29 | 9 | 1 | 9 | 12 |
| Total | 45 | 196 | 71 | | 4 | 288 | 229 | 13 | 26 | 57 |

SUMMARY

| Date 1921. | Applications | Openings | Placements |
|-----------------|--------------|----------|------------|
| March ----- | 235 | 86 | 37 |
| April ----- | 210 | 315 | 83 |
| May ----- | 209 | 167 | 95 |
| June ----- | 247 | 219 | 169 |
| July ----- | 198 | 126 | 91 |
| August ----- | 243 | 164 | 194 |
| September ----- | 369 | 236 | 117 |
| October ----- | 402 | 179 | 105 |
| November ----- | 308 | 186 | 102 |
| December ----- | 308 | 139 | 86 |
| Total ----- | 2,729 | 1,817 | 929 |

CALLS MADE UPON EMPLOYERS.

| | |
|---|-----|
| Clothing and Textiles ----- | 192 |
| Food and Tobacco ----- | 40 |
| Machine and Factory ----- | 173 |
| Printing—Lithographing & Stationery ----- | 41 |
| Hospitals ----- | 17 |
| Hotels ----- | 16 |
| Insurance Companies ----- | 30 |
| Banks & Trust Companies ----- | 27 |
| Social Agencies ----- | 26 |
| Public Utilities ----- | 6 |
| Miscellaneous Firms ----- | 12 |
| | 580 |

| Number of Orders | | Factory Work | Office Work |
|-------------------------|-----|--------------|-------------|
| Hosiery, ----- | 12 | 63 | 2 |
| Worsted Mills, ----- | 15 | 49 | 2 |
| Carpets, ----- | 2 | 5 | |
| Silk & Cotton, ----- | 3 | 6 | |
| Dyers, ----- | 1 | | 2 |
| Hats & Caps, ----- | 5 | 5 | |
| Millinery, etc., ----- | 11 | 22 | |
| Dept. Store, ----- | 6 | 6 | |
| Laundry, ----- | 2 | 2 | |
| Bakers, etc., ----- | 20 | 46 | 5 |
| Confectionery, ----- | 20 | 21 | |
| Tobacco, ----- | 5 | 4 | 1 |
| Drugs, etc., ----- | 5 | 3 | 2 |
| Shoes, ----- | 1 | 1 | |
| Paper Boxes, ----- | 6 | 26 | |
| Leather Goods, ----- | 4 | 7 | |
| Printing, etc., ----- | 6 | 30 | 35 |
| Electrical, ----- | 10 | 35 | 14 |
| Automobiles, ----- | 8 | | 8 |
| Hospitals, ----- | 11 | 50 | 2 |
| Hotels, ----- | 7 | 7 | |
| Insurance, ----- | 3 | | 3 |
| Banks & Trust, ----- | 2 | | 2 |
| Machinery, etc., ----- | 9 | 31 | 26 |
| Public Utilities, ----- | 20 | | 20 |
| Miscellaneous, ----- | 13 | 110 | 8 |
| Social Agency, ----- | 3 | | 19 |
| | 210 | 529 | 151 |

The field representative reports that she has found the work most interesting and that she much appreciates the courteous manner in which she has been received by the employers. A number of the employers have offered to take her through their factories showing her the entire plant, the nature of their work, the type of workers and the working conditions; all of which was not only instructive but most helpful to the office when conferring with applicants as to possible positions.

STATE EMPLOYMENT OFFICE

PITTSBURGH, PA.

ANNUAL REPORT—1921.

| | |
|---|---------|
| Number of Applications | 217,821 |
| Number referred to employment | 22,399 |
| Number employed | 21,402 |
| Number of persons asked for by employers | 24,715 |

The number of individual orders for help in the year, 1921, exceeded that of the previous year, but lacked largely in the numbers asked for. The number of employers using the services of the office was equal to that of the year 1920.

Of the total number of 21,402 persons receiving positions, the occupations can be classified as follows:

| | |
|--------------------------------|-------|
| Skilled and semi-skilled | 9348 |
| Agricultural | 983 |
| Clerical, technical, etc. | 2166 |
| Miscellaneous | 551 |
| Common Labor | 4245 |
| Women | 4109 |
| Total | 21402 |

There were fifty-five percent more applicants who applied at our office for employment during 1921 than in 1920; the number of persons referred to positions during 1921 was eighty per cent. less than in 1920 and the number of persons asked for by employers was eighty-four percent less in 1921 than in 1920.

Of the 22,399 persons referred to employment in 1921, the type or class of openings was not so attractive as those we had to offer during the previous years, owing to the fact that almost all employers of labor in this district materially reduced their working forces; only the older and high-grade mechanics and workmen being retained,

which condition left to us, except positions requiring special training and ability that could not be procured from their files, practically none but minor positions to offer, together with sales and soliciting jobs on a commission basis, which are ordinarily not considered attractive openings, but which due to the depression in business were acceptable.

During the year the turnover of labor, compared with that of previous years, was practically reduced to nothing and when an employer was in need of additional help from time to time, he usually employed a man previously laid off from his plant.

Almost all the large employers of labor, formerly maintaining private employment departments, which cooperated with our office, have discontinued their employment departments. This fact applies also to the railroads in this district. During the year, 1920, the largest number of men referred by this office to any one employer was to the Pennsylvania Railroad; and large numbers were also referred to the other railroads in this district. This year we have referred practically no one to the railroads.

Concerning the 217,821 applicants seeking employment at our office, a number of these made repeated calls from time to time seeking information, some of whom, of course, we were able to place in positions.

During the past year the floating type of workman has greatly decreased in number; the large majority of those seeking information as to employment at our office were from the Pittsburgh Industrial District. We have received during the year, and have on file, applications from thousands of high-grade workmen of all classes. In our Skilled, Semi-skilled and Clerical Section alone we have had applications during the year of 60,970 persons. These are exclusive of the numbers who have applied at our Common Labor, Negro, Soldier and Women's Sections.

While this is not a farming community, during the past year more men were referred to employment on the farms in this district than in previous years, due largely to the fact that many men who had previously entered the steel mills and factories at the time of the greatest demand for industrial workers, are now out of employment and are anxious to return to the farm.

In general, building conditions throughout this district have been fairly good in comparison with other activities, with the exception of the time when operations were tied up by labor disputes. There has always been a demand for high-grade building trade mechanics, because their number is comparatively small in this district.

The openings for workmen of the clerical, professional and technical classes have been limited during the year. The industrial depression caused a decrease in the forces of many companies and

the surplus help was turned loose at a time when there was little demand for their services.

The demand for help for hotels and restaurants, as well as for domestic service, has shown a decided decrease on account of the cutting down of expenses.

The greatest decline in the demand for workmen upon our office has been noticed in the mechanical line. Practically all classes of workmen generally employed in the shops dealing with metals and machinery have been affected by the depression, with the resultant slowness in these lines. Owing to the previous activities in this class of manufacture for war materials, many concerns were employing more than their normal forces; large numbers of men from other lines entering this class of work who are now out of work due to the general depression.

During the past year the retail merchants in this district have had no difficulty in securing competent sales help, both male and female, and have not requisitioned our office to any great extent as large numbers were constantly applying to their stores for this kind of employment. Previous to this year there was a constant demand on us from the retail merchants for general help, owing to a large number of this class entering other lines of occupation.

During the first part of the year we had a fairly good demand for miners in this district, but since July, 1921, we have had practically no demand whatever for this class of workmen.

STATE EMPLOYMENT OFFICE

SCRANTON, PA.

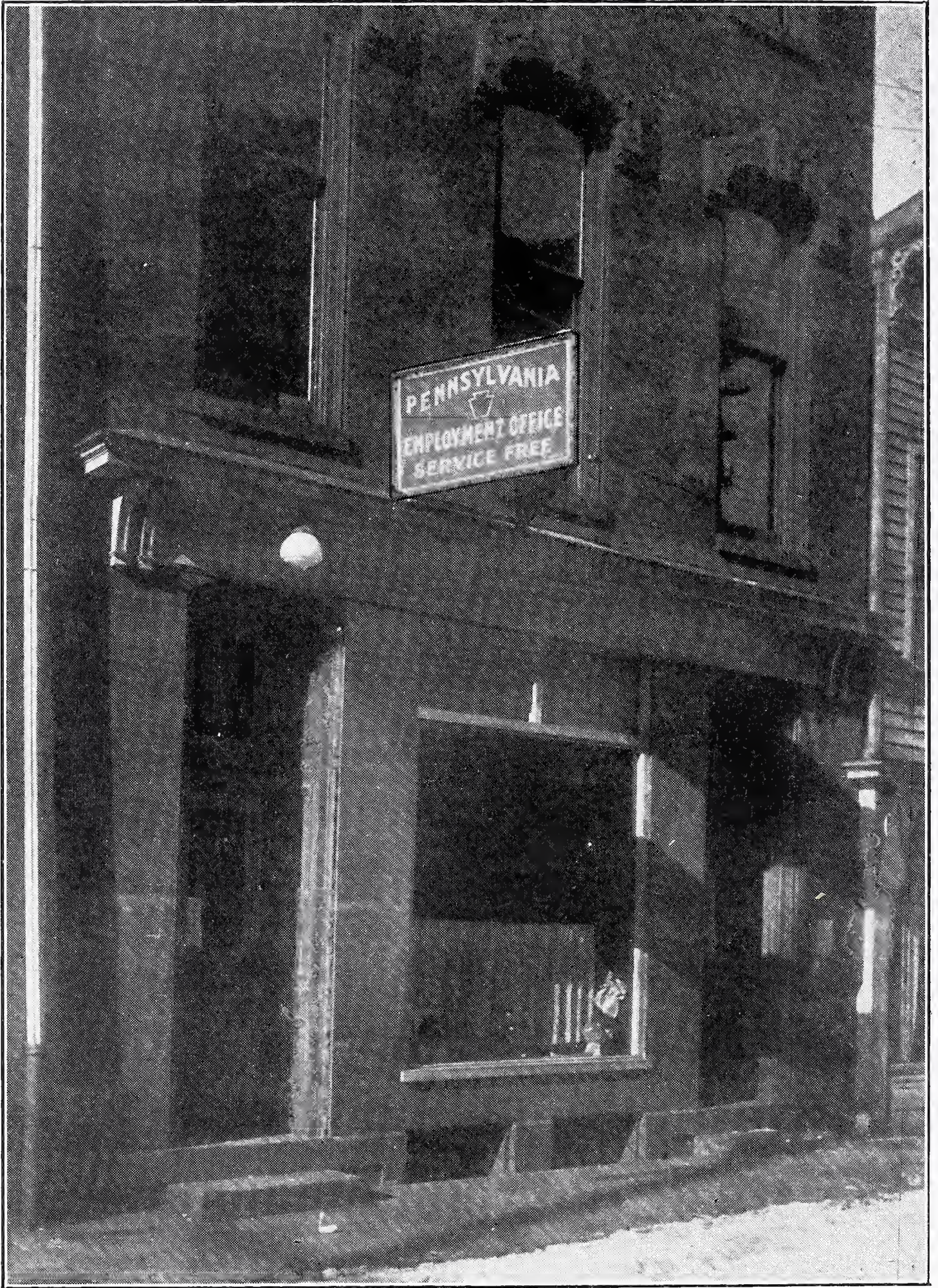
ANNUAL REPORT—1921.

The total number of applications aggregates 7,090, of which number 689 were women and 6,401 men; the total number of requisitions received in the same period was for 1,118 women and 6,610 men, or a total of 7,728. There were referred to positions during the year 567 women and 4,238 men; of this number 484 women were placed and 3,800 men, or a total of 4,284. We are pleased to record retentions of 9 women and 315 men, or a total of 324. The report, given in detail, shows the number of men and women placed in different trades and occupations.

The Representative Council has shown a commendable interest whenever called upon, especially with regard to securing cooperation



State Employment Office,
Scranton, Pa.



State Employment Office,
Williamsport, Pa.

on the part of school boards and municipal officials within the district in advancing building and other constructive measures which would tend to give employment to as large a number of persons as possible. The Council has also been foremost in advocating any legislative enactments designed to reduce the number of unemployed, and to improve general conditions during this reconstruction period.

Employers are co-operating with this office to a marked degree. Indications throughout the district at the present time foreshadow that we are to enjoy a revival of extensive building operations with the opening of Spring; and we are firm in the conviction that the year upon which we are entering will show a marked improvement over 1921, and will enhance the opportunity for a decided increase in the possibilities of service by our office.

December 18, 1920 to January 1, 1922.

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|--------------------|-------------------|----------|-----------------|-----------------|
| Women, ----- | 689 | 1,118 | 567 | 484 |
| Men, ----- | 6,401 | 6,610 | 4,238 | 3,800 |
| Grand Total, ----- | 7,090 | 7,728 | 4,805 | 4,284 |
| Retentions, ----- | | | Women----- | 9 |
| | | | Men----- | 315 |
| | | | | 324 |

December 18, 1920 to January 1, 1922.

MEN

| Trade | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|-------------------------------|-------------------|----------|-----------------|-----------------|
| Agriculture, ----- | 220 | 421 | 186 | 154 |
| Building Trades, ----- | 238 | 187 | 148 | 145 |
| Metals & Machinery, ----- | 1,203 | 464 | 524 | 460 |
| Clerical, ----- | 250 | 51 | 47 | 46 |
| Hotel and Institutions, ----- | 421 | 340 | 335 | 328 |
| Mines, ----- | 503 | 2,766 | 457 | 485 |
| Transportation, ----- | 335 | 102 | 107 | 102 |
| Sales, ----- | 151 | 178 | 120 | 111 |
| Common Labor, ----- | 2,521 | 1,704 | 2,021 | 1,686 |
| Miscellaneous, ----- | 559 | 397 | 293 | 283 |
| Total, ----- | 6,401 | 6,610 | 4,238 | 3,800 |
| Retentions, ----- | | | | 315 |

December 18, 1920 to January 1, 1922.

WOMEN

| Trade | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|------------------------------|-------------------|----------|-----------------|-----------------|
| Agriculture & Foods, ----- | 1 | 7 | 1 | 1 |
| Clerical, ----- | 77 | 32 | 34 | 26 |
| Clothing & Textiles, ----- | 21 | 379 | 15 | 14 |
| Day Workers, ----- | 217 | 181 | 194 | 176 |
| Domestics, ----- | 113 | 290 | 99 | 65 |
| Hotels & Institutions, ----- | 175 | 156 | 155 | 138 |
| Machine & Factory, ----- | 53 | 45 | 47 | 42 |
| Sales, ----- | 13 | 14 | 10 | 10 |
| Miscellaneous, ----- | 18 | 14 | 10 | 10 |
| Trained Workers, ----- | 1 | | | |
| Total, ----- | 689 | 1,118 | 567 | 484 |
| Retentions, ----- | | | | 9 |

STATE EMPLOYMENT OFFICE

Williamsport, Pa.

ANNUAL REPORT — 1921.

MEN

| JANUARY | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|---------------------------|-------------------|----------|-----------------|-----------------|
| Agriculture, ----- | 9 | 7 | 5 | 5 |
| Building Trades, ----- | 59 | 5 | 11 | 11 |
| Machinery & Metals, ----- | 100 | | 14 | 11 |
| Clerical, ----- | 13 | | 1 | |
| Hotel & Restaurant, ----- | 3 | | | |
| Mine & Quarry, ----- | 12 | 10 | 33 | 33 |
| Transportation, ----- | 38 | 2 | 6 | 6 |
| Sales, ----- | 2 | 6 | 6 | 6 |
| Common Labor, ----- | 104 | 2 | 22 | 19 |
| Miscellaneous, ----- | 72 | 67 | 69 | 55 |
| Total, ----- | 412 | 99 | 167 | 146 |

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|-----------------------------|-------------------|----------|-----------------|-----------------|
| FEBRUARY | | | | |
| Agriculture, ----- | 19 | 22 | 14 | 13 |
| Building Trades, ----- | 25 | 4 | 5 | 5 |
| Machinery & Metals, ----- | 55 | | | |
| Clerical, ----- | 6 | | 1 | 1 |
| Hotel & Restaurant, ----- | 7 | 3 | 1 | 1 |
| Mine & Quarry, ----- | 6 | | 8 | 8 |
| Transportation, ----- | 25 | 6 | 12 | 9 |
| Sales, ----- | 6 | 8 | 5 | 5 |
| Common Labor, ----- | 75 | 12 | 33 | 30 |
| Miscellaneous, ----- | 34 | 26 | 29 | 26 |
| Total, ----- | 258 | 81 | 108 | 98 |
| MARCH | | | | |
| Agriculture, ----- | 23 | 23 | 25 | 24 |
| Building Trades, ----- | 33 | 9 | 15 | 12 |
| Machinery & Metals, ----- | 45 | 2 | 4 | 4 |
| Clerical, ----- | 16 | 2 | 5 | 5 |
| Hotel & Restaurant, ----- | 15 | 13 | 9 | 9 |
| Mine & Quarry, ----- | 3 | | 19 | 19 |
| Transportation, ----- | 35 | 4 | 4 | 4 |
| Sales, ----- | 13 | 16 | 13 | 10 |
| Common Labor, ----- | 80 | 71 | 58 | 56 |
| Miscellaneous, ----- | 47 | 38 | 50 | 47 |
| Total, ----- | 310 | 178 | 202 | 190 |
| APRIL | | | | |
| Agriculture, ----- | 6 | 7 | 12 | 12 |
| Building Trades, ----- | 26 | 20 | 27 | 21 |
| Machinery & Metals, ----- | 22 | 5 | 122 | 122 |
| Clerical, ----- | 12 | 3 | 4 | 4 |
| Hotel & Institutions, ----- | 9 | 7 | 4 | 2 |
| Mine & Quarry, ----- | 1 | | | |
| Transportation, ----- | 22 | 10 | 6 | 5 |
| Sales, ----- | 12 | 11 | 12 | 11 |
| Common Labor, ----- | 66 | 35 | 41 | 39 |
| Miscellaneous, ----- | 27 | 55 | 56 | 51 |
| Total, ----- | 203 | 153 | 284 | 267 |
| MAY | | | | |
| Agriculture, ----- | 9 | 12 | 16 | 14 |
| Building Trades, ----- | 21 | 4 | 5 | 5 |
| Machinery & Metals, ----- | 24 | | | |
| Clerical, ----- | 10 | | | |
| Hotel & Institutions, ----- | 4 | 2 | 1 | 1 |
| Mine & Quarry, ----- | 2 | | | |
| Transportation, ----- | 10 | 1 | | |
| Sales, ----- | 8 | 10 | 13 | 12 |
| Common Labor, ----- | 57 | 38 | 36 | 35 |
| Miscellaneous, ----- | 26 | 45 | 52 | 48 |
| Total, ----- | 171 | 112 | 123 | 115 |

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|-----------------------------|-------------------|----------|-----------------|-----------------|
| JUNE | | | | |
| Agriculture, ----- | 13 | 23 | 23 | 19 |
| Building Trades, ----- | 24 | 10 | 10 | 9 |
| Machinery & Metals, ----- | 28 | 1 | 1 | 1 |
| Clerical, ----- | 18 | 2 | 3 | 2 |
| Hotel & Institutions, ----- | 5 | 1 | 1 | ----- |
| Mine & Quarry, ----- | 1 | ----- | ----- | ----- |
| Transportation, ----- | 15 | ----- | 1 | 1 |
| Sales, ----- | 8 | 14 | 7 | 6 |
| Common Labor, ----- | 105 | 79 | 77 | 76 |
| Miscellaneous, ----- | 58 | 50 | 41 | 41 |
| Total, ----- | 275 | 180 | 164 | 155 |
| JULY | | | | |
| Agriculture, ----- | 8 | 9 | 11 | 10 |
| Building Trades, ----- | 35 | 14 | 23 | 18 |
| Machinery & Metals, ----- | 65 | 8 | 11 | 8 |
| Clerical, ----- | 10 | ----- | ----- | ----- |
| Hotel & Institutions, ----- | 6 | 1 | 1 | 1 |
| Mine & Quarry, ----- | ----- | ----- | ----- | ----- |
| Transportation, ----- | 12 | 2 | 2 | ----- |
| Sales, ----- | 11 | 5 | 5 | 5 |
| Common Labor, ----- | 137 | 104 | 114 | 111 |
| Miscellaneous, ----- | 29 | 4 | 9 | 9 |
| Total, ----- | 313 | 147 | 176 | 162 |
| AUGUST | | | | |
| Agriculture, ----- | 8 | 6 | 4 | 4 |
| Building Trades, ----- | 37 | 16 | 16 | 15 |
| Machinery & Metals, ----- | 55 | 5 | 7 | 5 |
| Clerical, ----- | 11 | 2 | 4 | 2 |
| Hotel & Institutions, ----- | 7 | 3 | 3 | 3 |
| Mine & Quarry, ----- | ----- | ----- | ----- | ----- |
| Transportation, ----- | 30 | 2 | 3 | 2 |
| Sales, ----- | 26 | 21 | 14 | 14 |
| Common Labor, ----- | 90 | 61 | 59 | 59 |
| Miscellaneous, ----- | 31 | 11 | 9 | 9 |
| Total, ----- | 295 | 127 | 119 | 113 |
| SEPTEMBER | | | | |
| Agriculture, ----- | 7 | 21 | 11 | 10 |
| Building Trades, ----- | 27 | 8 | 8 | 6 |
| Machinery & Metals, ----- | 56 | 5 | 6 | 5 |
| Clerical, ----- | 21 | ----- | ----- | ----- |
| Hotel & Institutions, ----- | 5 | 1 | 1 | ----- |
| Mine & Quarry, ----- | 1 | ----- | ----- | ----- |
| Transportation, ----- | 31 | 4 | 4 | 2 |
| Sales, ----- | 12 | 13 | 8 | 8 |
| Common Labor, ----- | 138 | 156 | 135 | 131 |
| Miscellaneous, ----- | 46 | 18 | 22 | 21 |
| Total, ----- | 344 | 226 | 195 | 183 |

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|-----------------------------|-------------------|----------|-----------------|-----------------|
| OCTOBER | | | | |
| Agriculture, ----- | 6 | 12 | 13 | 12 |
| Building Trades, ----- | 44 | 17 | 17 | 16 |
| Machinery & Metals, ----- | 56 | 1 | 1 | 1 |
| Clerical, ----- | 12 | 1 | 1 | ----- |
| Hotel & Institutions, ----- | 7 | 3 | 2 | 1 |
| Mine & Quarry, ----- | 1 | ----- | ----- | ----- |
| Transportation, ----- | 22 | 104 | 37 | 36 |
| Sales, ----- | 8 | 10 | 9 | 8 |
| Common Labor, ----- | 91 | 71 | 59 | 59 |
| Miscellaneous, ----- | 38 | 62 | 50 | 44 |
| Total, ----- | 285 | 281 | 189 | 176 |
| NOVEMBER | | | | |
| Agriculture, ----- | 3 | 4 | 3 | 3 |
| Building Trades, ----- | 12 | 31 | 13 | 13 |
| Machinery & Metals, ----- | 16 | 3 | 5 | 2 |
| Clerical, ----- | 6 | 3 | 6 | 3 |
| Hotel & Institutions, ----- | 2 | 1 | 2 | 2 |
| Mine & Quarry, ----- | 2 | ----- | ----- | ----- |
| Transportation, ----- | 9 | 3 | 2 | 2 |
| Sales, ----- | 8 | 8 | 9 | 9 |
| Common Labor, ----- | 91 | 64 | 56 | 56 |
| Miscellaneous, ----- | 25 | 102 | 108 | 104 |
| Total, ----- | 174 | 219 | 264 | 194 |
| DECEMBER | | | | |
| Agriculture, ----- | 5 | 4 | 4 | 4 |
| Building Trades, ----- | 20 | 16 | 21 | 21 |
| Machinery & Metals, ----- | 21 | 6 | 6 | 5 |
| Clerical, ----- | 12 | ----- | ----- | ----- |
| Hotel & Institutions, ----- | ----- | 4 | 3 | 3 |
| Mine & Quarry, ----- | ----- | ----- | ----- | ----- |
| Transportation, ----- | 6 | 1 | 2 | 2 |
| Sales, ----- | 10 | 10 | 4 | 4 |
| Common Labor, ----- | 82 | 27 | 50 | 50 |
| Miscellaneous, ----- | 15 | 38 | 34 | 33 |
| TOTAL | | | | |
| Total, ----- | 171 | 106 | 124 | 122 |
| Agriculture, ----- | 116 | 150 | 141 | 130 |
| Building Trades, ----- | 363 | 154 | 171 | 152 |
| Machinery & Metals, ----- | 543 | 36 | 177 | 163 |
| Clerical, ----- | 147 | 13 | 25 | 17 |
| Hotel & Institutions, ----- | 70 | 39 | 28 | 23 |
| Mine & Quarry, ----- | 29 | 10 | 60 | 60 |
| Transportation, ----- | 255 | 139 | 79 | 69 |
| Sales, ----- | 124 | 132 | 105 | 98 |
| Common Labor, ----- | 1,116 | 720 | 740 | 721 |
| Miscellaneous, ----- | 448 | 516 | 529 | 488 |
| GRAND TOTAL ----- | 3,211 | 1,909 | 2,055 | 1,921 |

WOMEN

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|-----------------------------|-------------------|----------|-----------------|-----------------|
| JANUARY | | | | |
| Clerical & Prof., ----- | 1 | | 1 | 1 |
| Sales ----- | | | | |
| Factory ----- | 8 | 16 | 10 | 10 |
| Trained Workers ----- | | | | |
| Hotel & Restaurant ----- | | | | |
| Hospital & Inst. ----- | | | | |
| Laundry ----- | | | | |
| Casual Workers ----- | | | | |
| Domestic Service ----- | 7 | 8 | 7 | 6 |
| Miscellaneous ----- | | | | |
| Total ----- | 16 | 24 | 18 | 17 |
| FEBRUARY | | | | |
| Clerical & Prof. ----- | 4 | | | |
| Sales ----- | 1 | | | |
| Factory, ----- | 8 | 5 | 8 | 8 |
| Trained Workers ----- | | | | |
| Hotel & Restaurant ----- | | | | |
| Hospital & Inst. ----- | | | | |
| Laundry ----- | | | | |
| Casual Workers ----- | | | | |
| Domestic Service ----- | 15 | 8 | 17 | 13 |
| Miscellaneous ----- | | | | |
| Total ----- | 28 | 13 | 25 | 21 |
| MARCH | | | | |
| Agriculture & Food ----- | | | | |
| Clerical ----- | 7 | 3 | 4 | 4 |
| Clothing & Textiles ----- | 11 | 3 | 9 | 9 |
| Day Workers ----- | 4 | 3 | | |
| Domestic Service ----- | 17 | 36 | 20 | 19 |
| Hotel & Institutions, ----- | 3 | 8 | 4 | 4 |
| Mch. & Factory ----- | | | | |
| Prof. & Trained, ----- | | | | |
| Sales, ----- | 2 | 3 | | |
| Miscellaneous ----- | 2 | 5 | 3 | 3 |
| Total ----- | 46 | 61 | 40 | 39 |
| APRIL | | | | |
| Agriculture & Food ----- | | 2 | 1 | 1 |
| Clerical ----- | 1 | 2 | 3 | 2 |
| Clothing & Textiles, ----- | 7 | | 4 | 4 |
| Day Workers ----- | 1 | 3 | 4 | 4 |
| Domestic Sarvice, ----- | 14 | 14 | 8 | 8 |
| Domestic Service ----- | 14 | 14 | 8 | 8 |
| Mch. & Factory ----- | 1 | | 1 | 1 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 3 | 2 | 1 | 1 |
| Miscellaneous ----- | 1 | | | |
| Total ----- | 28 | 24 | 23 | 22 |

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|----------------------------|-------------------|----------|-----------------|-----------------|
| MAY | | | | |
| Agriculture & Food ----- | | 1 | 1 | 1 |
| Clerical ----- | 3 | 1 | 1 | 1 |
| Clothing & Textiles ----- | 3 | | | |
| Day Workers ----- | 4 | 3 | 4 | 4 |
| Domestic Service ----- | 8 | 10 | 9 | 9 |
| Hotel & Institutions ----- | 6 | 8 | 5 | 3 |
| Mch. & Factory ----- | 2 | | | |
| Prof. & Trained ----- | | | | |
| Sales ----- | 6 | 6 | 8 | 8 |
| Miscellaneous ----- | 2 | 2 | 2 | 1 |
| Total ----- | 37 | 29 | 24 | 21 |
| JUNE | | | | |
| Agriculture & Food ----- | | 1 | | |
| Clerical ----- | 4 | | 1 | 1 |
| Clothing & Textiles ----- | 5 | 4 | 4 | 4 |
| Day Workers ----- | 7 | 6 | 6 | 6 |
| Domestic Service ----- | 8 | 10 | 9 | 9 |
| Hotel & Institutions ----- | 4 | 2 | 12 | 10 |
| Mch. & Factory ----- | 7 | | | |
| Prof. & Trained ----- | | | | |
| Sales ----- | 3 | 2 | | |
| Miscellaneous ----- | 3 | | | |
| Total ----- | 41 | 25 | 32 | 30 |
| JULY | | | | |
| Agriculture & Food ----- | | | | |
| Clerical ----- | 2 | 1 | 2 | 1 |
| Clothing & Textiles ----- | | | | |
| Day Workers ----- | 6 | 6 | 5 | 5 |
| Domestic Service ----- | 10 | 7 | 8 | 7 |
| Hotel & Institutions ----- | 4 | 3 | 4 | 3 |
| Mch. & Factory ----- | 9 | 51 | 11 | 11 |
| Prof. & Trained ----- | | | | |
| Sales ----- | | 6 | 3 | 2 |
| Miscellaneous ----- | | 4 | 2 | 2 |
| Total ----- | 31 | 78 | 35 | 31 |
| AUGUST | | | | |
| Agriculture & Food ----- | | | | |
| Clerical ----- | 5 | 6 | 4 | 4 |
| Clothing & Textiles ----- | 3 | | | |
| Day Workers ----- | 6 | 3 | 2 | 2 |
| Domestic Service ----- | 12 | 22 | 10 | 10 |
| Hotel & Institutions ----- | 8 | 16 | 6 | 6 |
| Mch. & Factory ----- | 10 | 4 | 9 | 9 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 8 | 4 | 5 | 5 |
| Miscellaneous ----- | | | | |
| Total ----- | 52 | 55 | 36 | 36 |

| | Applica-
tions | Openings | Refer-
ences | Place-
ments |
|----------------------------|-------------------|----------|-----------------|-----------------|
| SEPTEMBER | | | | |
| Agriculture & Food ----- | | | | |
| Clerical ----- | 10 | | 2 | 2 |
| Clothing & Textiles ----- | 1 | | 1 | 1 |
| Day Workers ----- | 4 | 8 | 8 | 8 |
| Domestic Service ----- | 11 | 20 | 10 | 10 |
| Hotel & Institutions ----- | 5 | 7 | 3 | 3 |
| Mch. & Factory ----- | 6 | 3 | 5 | 5 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 4 | 2 | 3 | 3 |
| Miscellaneous ----- | 3 | 2 | 3 | 1 |
| Total ----- | 44 | 42 | 35 | 33 |
| OCTOBER | | | | |
| Agriculture & Food ----- | 3 | 2 | 4 | 4 |
| Clerical, ----- | 2 | | | |
| Clothing & Textiles ----- | 3 | 1 | 1 | 1 |
| Day Workers ----- | 4 | 11 | 5 | 5 |
| Domestic Service ----- | 17 | 34 | 11 | 11 |
| Hotel & Institutions ----- | 3 | 1 | 2 | 2 |
| Mch. & Factory ----- | 6 | | 7 | 7 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 4 | 5 | 3 | |
| Miscellaneous ----- | 5 | 5 | 3 | 3 |
| Total ----- | 47 | 59 | 36 | 33 |
| NOVEMBER | | | | |
| Agriculture & Food ----- | | | | |
| Clerical ----- | 4 | 1 | | |
| Clothing & Textiles ----- | | | | |
| Day Workers ----- | 7 | 8 | 9 | 9 |
| Domestic Service ----- | 17 | 13 | 14 | 13 |
| Hotel & Institutions ----- | | 4 | | |
| Mch. & Factory ----- | 1 | | 2 | 2 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 7 | 15 | 9 | 9 |
| Miscellaneous ----- | 5 | | 2 | 2 |
| Total ----- | 41 | 41 | 36 | 35 |
| DECEMBER | | | | |
| Agriculture & Food ----- | | | | |
| Clerical ----- | 5 | 2 | 2 | 2 |
| Clothing & Textiles ----- | 3 | | | |
| Day Workers ----- | 8 | 7 | 12 | 12 |
| Domestic Service ----- | 13 | 17 | 13 | 12 |
| Hotel & Institutions ----- | 4 | 3 | 1 | 1 |
| Mch. & Factory ----- | 1 | 27 | 1 | 1 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 1 | 3 | | |
| Miscellaneous ----- | | | | |
| Total, ----- | 35 | 59 | 29 | 28 |
| TOTAL | | | | |
| Agriculture & Food ----- | 3 | 6 | 5 | 5 |
| Clerical ----- | 48 | 16 | 20 | 18 |
| Clothing & Textiles ----- | 36 | 8 | 19 | 19 |
| Day Workers ----- | 51 | 58 | 55 | 55 |
| Domestic Service ----- | 152 | 197 | 131 | 122 |
| Hotel & Institutions ----- | 37 | 53 | 38 | 33 |
| Mch. & Factory ----- | 59 | 106 | 54 | 54 |
| Prof. & Trained ----- | | | | |
| Sales ----- | 39 | 48 | 32 | 28 |
| Miscellaneous ----- | 21 | 18 | 15 | 12 |
| GRAND TOTAL ----- | 446 | 510 | 369 | 346 |

Other activities of this office have consisted of personal interviews with employers of labor in this city and of questionnaires, telephone calls, letters to all employers in this district, which comprises the following counties: Lycoming, Union, Montour, Northumberland, Sullivan, Potter, Bradford, Snyder, Tioga, Cameron and Clinton, offering the services of the office and assuring them of our prompt and careful attention to all requests for help received from them.

The Representative Council of this office has held meetings regularly every month during the year and has discussed all phases of the labor situation, including seasonal industries, seasonal trades and occupations and many others, reports of which have been submitted. By their kindly advice and council they have been a great help to this office.

Mayor's Emergency Unemployment Committee.

This Committee was organized, October 20, 1921, at the request of the Honorable Herbert Hoover, Secretary, United States Department of Commerce, to formulate and carry out the recommendations of the President's Unemployment Conference held at Washington, D. C.

Personnel of this Committee:

Hon. A. M. Hoagland, Mayor of Williamsport,
 A. H. Standish, Chairman,
 Anna B. Ouellette, Secretary,
 Mr. John E. Person
 Mr. J. Henry Smith
 Mr. McCormick Dawson
 Mr. James F. Collier
 Rev. D. Wilmot Gateson
 Mr. Robert H. Thorne
 Mr. L. J. Fisk
 Mr. Christopher Knaur
 Mr. S. Herman Alter
 Mr. Arther Lisson
 Mr. Harry Paulhamus
 Miss Minnie V. Taylor

This Committee has done excellent work in helping to provide work for the unemployed.

The first plan was the extraordinary publicity in the newspapers, explaining all phases of the subject and placing a coupon in 'all daily and Sunday papers for those who had odd jobs to be done to fill out and send to the State Employment Office.

The next plan was the sending of 12,000 franked postal cards to every employer and householder in Williamsport, Montoursville, Duboistown, South Williamsport, and on all Rural Free Delivery routes running out from the Williamsport Post Office. This postal

card was in the form of a questionnaire for householders and employers, who had odd jobs to be done, to fill out and return to this office. As this plan has just been put in operation, it is too soon to state the result.

The State Employment Office has acted as the clearing house and has done all the correspondence and other detail work for the Mayor's Committee.

The unemployment condition here is very serious and acute. There are practically no openings of any description for permanent work in any of the trades; therefore, every effort is made to find odd jobs to help the unemployed at least temporarily.

The industries are working only on an average of 50% of their capacity with no improvement in sight. Metals and Machinery, and Railroad Transportation industries seem to be the worst affected, thereby causing this depressed condition on account of their employing so many more men than the other industries; and, until they begin to call back their men, this condition will continue.

DIVISION OF LICENSED AGENTS

ANNUAL REPORT—1921.

In our activities of supervising licensed employment agents and seeing that the law is not violated, it is necessary that this Division be on the continual watch. The investigators have been carrying out the instructions very closely which are to the effect that every morning they scan the newspapers, and especially the advertising columns to see if there are any advertisements that might be a violation of the law; and every afternoon they call and make inspections of the private employment offices in their districts. All advertisements investigated and all information concerning violators, together with the inspections of the licensed agencies, are credited in the report as "Investigations Made", of which there were 3271 during the past year.

Early in December, 1921, the Chief of this Division met with a committee in Philadelphia, representing the employment agents, who had asked through the committee to have a change made in the rules, as follows:

"In all cases when positions terminate in less than the specified minimum duration of job or position through no fault of applicant the agent may collect 10% of the amount earned by the applicant, provided such 10% does not exceed the stated fee.

"If the applicant takes a letter from an agent to an employer and fails to receive, or refuses to accept the position to which he is sent, the failure to receive, or the non-acceptance, of the position must be brought to the attention of the agent within 24 hours if the position is in the city limits or within 48 hours if the position is beyond the city limits. Failure on the part of the applicant so to inform the agent will be construed as meaning that the applicant has received the position and that the agent is entitled to his fee, provided that sickness or injury does not prevent such notification. Sundays or legal holidays are not to be counted as part of the 24 or 48 hours."

During the year beginning January 1st, 1921, and ending December 31st, 1921, this office issued 278 licenses and turned into the State Treasury the sum of \$13,900. The 278 licenses issued are classified as follows: Booking 45, Shipping 12, Nurses 6, Detective 8, Executive and Clerical 8, Labor 42, General 37, and Domestic 120. These licenses were issued on the following dates: January 7, February 10, March 6, April 8, May 7, June 4, July 1, August 1, October 22, November 13, and December 1.

The licensed agents make weekly reports to this Division which show their activities and the number as well as the kind of placements made. The activities or placements by the private employment agents from January 1st, 1921, to December 31st, 1921, are as follows:

| | Philadelphia | Pittsburgh | Other Places | Total |
|-------------|--------------|------------|--------------|-------|
| January | 6029 | 1670 | 523 | 8222 |
| February | 4979 | 1055 | 350 | 6384 |
| March | 4816 | 1435 | 341 | 6592 |
| April | 6995 | 2163 | 580 | 9738 |
| May | 5273 | 1681 | 445 | 7399 |
| June | 4792 | 1397 | 399 | 6588 |
| July | 4563 | 2268 | 429 | 7260 |
| August | 2735 | 1886 | 251 | 4872 |
| September | 4192 | 2028 | 374 | 6594 |
| October | 6235 | 2694 | 464 | 9393 |
| November | 4344 | 1839 | 328 | 6511 |
| December | 4144 | 1429 | 249 | 5822 |
| | <hr/> | <hr/> | <hr/> | <hr/> |
| TOTAL | 59097 | 21545 | 4733 | 85375 |
| | | | | <hr/> |
| GRAND TOTAL | | | | 85375 |

The following statement sets forth the varied activities of the Division during the past year:

| | | |
|---|------|------------|
| Number of complaints on fees | 476 | |
| Decisions given in favor of agents | 91 | |
| Amount involved | | \$570.03 |
| Decisions in favor of complainants | 385 | |
| Amount involved | | \$1742.75 |
| Number of investigations made | 3271 | |
| Number of violations found | 28 | |
| Total number of licenses issued during year | 278 | |
| Amount turned into State Treasury during year.. | | \$13900.00 |
| Locations changed | 61 | |
| Licenses surrendered | 29 | |
| Licenses revoked | 12 | |
| Licenses regranted | 1 | |
| Licenses refused | 20 | |
| Prosecutions | 5 | |
| Wage complaints | 18 | |
| Amount wage recovered | | \$906.85 |

BUREAU OF EMPLOYMENT

Annual Statistical Report for the Year Ending Dec. 31, 1921.

| | Persons ap-
plying for
positions | Persons ask-
ed for by
employers | Persons
sent to
positions | Persons
receiving
positions |
|--------------------------------|--|--|---------------------------------|-----------------------------------|
| MEN ----- | 484,644 | 71,498 | 64,801 | 57,983 |
| Percentage on placements ----- | | | | .894 |
| WOMEN ----- | 40,578 | 20,295 | 15,482 | 13,430 |
| Percentage on placements ----- | | | | .869 |
| Total, ----- | 525,222 | 91,793 | 80,283 | 71,443 |
| Percentage on placements ----- | | | | .889 |
| Total 1920, ----- | 310,940 | 157,882 | 242,702 | 227,796 |
| Percentage on placements ----- | | | | .938 |

SUMMARY BY MONTHS

MEN

| | | | | |
|-----------------------------|---------|---------|---------|---------|
| January ----- | 49,221 | 10,491 | 5,330 | 4,449 |
| February ----- | 43,701 | 4,778 | 4,558 | 4,084 |
| March ----- | 54,009 | 6,184 | 5,817 | 5,288 |
| April ----- | 44,251 | 5,991 | 5,807 | 5,413 |
| May ----- | 42,108 | 6,218 | 5,976 | 5,572 |
| June ----- | 51,645 | 6,477 | 6,414 | 5,798 |
| July ----- | 35,121 | 3,790 | 3,929 | 3,335 |
| August ----- | 34,366 | 4,480 | 4,577 | 3,994 |
| September ----- | 38,832 | 6,382 | 6,490 | 5,808 |
| October ----- | 29,762 | 6,498 | 5,924 | 5,321 |
| November ----- | 27,096 | 5,600 | 5,315 | 4,762 |
| December ----- | 34,532 | 4,609 | 4,664 | 4,159 |
| Total ----- | 484,644 | 71,498 | 64,801 | 57,983 |
| Retentions ----- | | | | 877 |
| Total 1920, ----- | 280,730 | 525,866 | 219,642 | 206,106 |
| WOMEN | | | | |
| January ----- | 3,116 | 2,194 | 1,786 | 1,593 |
| February ----- | 2,783 | 1,309 | 1,061 | 932 |
| March ----- | 3,636 | 1,943 | 1,470 | 1,217 |
| April ----- | 3,073 | 2,002 | 1,355 | 1,160 |
| May ----- | 2,918 | 1,690 | 1,232 | 1,074 |
| June ----- | 3,201 | 1,647 | 1,323 | 1,145 |
| July ----- | 3,056 | 1,535 | 1,026 | 871 |
| August ----- | 2,921 | 1,156 | 885 | 759 |
| September ----- | 4,589 | 2,087 | 1,635 | 1,442 |
| October ----- | 4,105 | 1,691 | 1,328 | 1,176 |
| November ----- | 3,425 | 1,364 | 1,130 | 986 |
| December ----- | 3,755 | 1,677 | 1,251 | 1,105 |
| Total ----- | 40,578 | 20,295 | 15,482 | 13,460 |
| Retentions ----- | | | | 70 |
| Day Workers (Altoona) ----- | 21,035 | 20,256 | 20,171 | 20,171 |
| Total 1920, ----- | 30,213 | 32,016 | 23,060 | 21,690 |

Percentage on placements means the proportion of those referred to positions who have been accepted by the employers.

TOTAL OPERATIONS MONTHLY, BY OFFICES, FOR THE YEAR ENDING
DECEMBER 31, 1921.

| | Har-
ris-
burg. | Phila-
del-
phia. | Scr-an-
ton. | Al-
toona. | Erie | Johns-
town. | Mc-
Kees-
port. | Pitts-
burgh. | New
Kens-
ington. | Wms-
port. | Total
by
Months |
|-------------|-----------------------|-------------------------|-----------------|---------------|-------|-----------------|-----------------------|------------------|-------------------------|---------------|-----------------------|
| January - | 591 | 20,530 | 591 | 1,606 | 482 | 1,113 | 758 | 25,666 | 522 | 428 | 52,337 |
| February - | 841 | 18,430 | 521 | 1,996 | 379 | 1,095 | 539 | 21,419 | 948 | 286 | 46,484 |
| March ---- | 623 | 23,372 | 644 | 3,015 | 596 | 2,102 | 682 | 24,169 | 2,086 | 356 | 57,645 |
| April ----- | 348 | 20,361 | 494 | 1,749 | 643 | 1,906 | 467 | 18,561 | 2,624 | 231 | 47,524 |
| May ----- | 390 | 17,926 | 609 | 2,079 | 519 | 2,046 | 297 | 18,214 | 2,738 | 208 | 45,025 |
| June ----- | 700 | 24,216 | 746 | 1,743 | 622 | 1,949 | 529 | 21,312 | 2,713 | 316 | 54,846 |
| July ----- | 361 | 17,651 | 516 | 1,129 | 503 | 2,072 | 436 | 13,249 | 1,916 | 344 | 38,177 |
| August ---- | 383 | 14,459 | 654 | 1,064 | 538 | 1,417 | 435 | 15,683 | 2,307 | 347 | 37,287 |
| September - | 746 | 13,631 | 698 | 1,882 | 769 | 1,428 | 547 | 20,281 | 3,141 | 388 | 43,421 |
| October -- | 616 | 12,588 | 533 | 2,056 | 706 | 891 | 517 | 13,343 | 2,285 | 352 | 33,867 |
| November - | 421 | 12,066 | 591 | 1,625 | 474 | 821 | 513 | 12,000 | 1,825 | 215 | 30,521 |
| December - | 461 | 15,302 | 761 | 2,236 | 501 | 1,771 | 651 | 13,924 | 2,534 | 206 | 38,287 |
| Total --- | 6,541 | 210,552 | 7,113 | 22,18 | 6,732 | 18,611 | 6,371 | 217,821 | 25,639 | 3,657 | 525,222 |

PERSONS ASKED FOR BY EMPLOYERS.

| January - | 595 | 1,648 | 3,046 | 1,761 | 251 | 3,192 | 93 | 1,812 | 164 | 123 | 12,685 |
|-------------|-------|--------|-------|-------|-------|--------|-------|--------|-------|-------|--------|
| February - | 596 | 1,343 | 243 | 808 | 217 | 1,269 | 191 | 1,209 | 117 | 94 | 6,087 |
| March ---- | 714 | 2,024 | 356 | 891 | 440 | 916 | 294 | 2,047 | 206 | 239 | 8,127 |
| April ----- | 623 | 1,755 | 393 | 929 | 452 | 841 | 171 | 2,450 | 202 | 177 | 7,993 |
| May ----- | 521 | 1,566 | 497 | 989 | 355 | 790 | 91 | 2,777 | 181 | 141 | 7,908 |
| June ----- | 682 | 2,031 | 553 | 624 | 268 | 715 | 118 | 2,677 | 151 | 205 | 8,124 |
| July ----- | 436 | 1,022 | 698 | 383 | 356 | 457 | 95 | 1,438 | 215 | 225 | 5,325 |
| August -- | 410 | 1,572 | 422 | 362 | 331 | 551 | 71 | 1,382 | 353 | 182 | 5,636 |
| September - | 725 | 1,807 | 441 | 483 | 584 | 900 | 138 | 2,625 | 498 | 268 | 8,469 |
| October -- | 677 | 1,439 | 349 | 824 | 574 | 1,150 | 132 | 2,266 | 438 | 340 | 8,189 |
| November - | 531 | 1,731 | 334 | 380 | 313 | 802 | 149 | 2,046 | 418 | 260 | 6,964 |
| December - | 577 | 1,459 | 319 | 428 | 274 | 415 | 205 | 1,986 | 458 | 165 | 6,286 |
| Total --- | 7,987 | 19,397 | 7,651 | 8,862 | 4,515 | 11,998 | 1,748 | 24,715 | 3,401 | 2,419 | 91,793 |

PERSONS REFERRED TO POSITIONS.

| January - | 429 | 1,956 | 359 | 957 | 315 | 643 | 95 | 1,979 | 198 | 185 | 7,116 |
|-------------|-------|--------|-------|-------|-------|-------|-------|--------|-------|-------|--------|
| February - | 565 | 1,311 | 326 | 973 | 256 | 470 | 177 | 1,270 | 138 | 133 | 5,619 |
| March ---- | 616 | 1,748 | 468 | 781 | 487 | 703 | 281 | 1,729 | 232 | 242 | 7,287 |
| April ----- | 467 | 1,329 | 337 | 892 | 531 | 602 | 155 | 2,328 | 214 | 307 | 7,162 |
| May ----- | 450 | 1,369 | 444 | 915 | 412 | 626 | 89 | 2,561 | 195 | 147 | 7,208 |
| June ----- | 662 | 1,946 | 530 | 590 | 418 | 635 | 112 | 2,479 | 169 | 196 | 7,737 |
| July ----- | 441 | 1,180 | 396 | 321 | 411 | 425 | 93 | 1,232 | 245 | 211 | 4,955 |
| August - | 389 | 1,716 | 449 | 300 | 372 | 391 | 71 | 1,249 | 370 | 155 | 5,462 |
| September - | 679 | 1,880 | 427 | 423 | 656 | 846 | 132 | 2,319 | 533 | 230 | 8,125 |
| October -- | 651 | 1,494 | 358 | 693 | 638 | 661 | 131 | 1,935 | 466 | 223 | 7,252 |
| November - | 507 | 1,724 | 363 | 266 | 362 | 662 | 149 | 1,724 | 448 | 240 | 6,445 |
| December - | 568 | 1,576 | 336 | 229 | 307 | 425 | 205 | 1,594 | 522 | 153 | 5,915 |
| Total -- | 6,424 | 19,229 | 4,793 | 7,340 | 5,165 | 7,089 | 1,690 | 22,399 | 3,730 | 2,424 | 80,283 |

PERSONS PLACED IN POSITIONS.

| | | | | | | | | | | | |
|--------------|-------|--------|-------|-------|-------|-------|-------|--------|-------|-------|--------|
| January - | 360 | 1,308 | 333 | 950 | 241 | 568 | 95 | 1,871 | 153 | 163 | 6,042 |
| February - | 518 | 975 | 328 | 958 | 212 | 423 | 175 | 1,194 | 114 | 119 | 5,016 |
| March ---- | 502 | 1,435 | 442 | 768 | 399 | 632 | 275 | 1,617 | 206 | 229 | 6,505 |
| April ---- | 408 | 1,108 | 291 | 889 | 440 | 562 | 155 | 2,259 | 172 | 289 | 6,573 |
| May ---- | 384 | 1,193 | 384 | 912 | 347 | 562 | 77 | 2,479 | 172 | 136 | 6,646 |
| June ----- | 590 | 1,502 | 480 | 590 | 355 | 602 | 105 | 2,387 | 147 | 185 | 6,943 |
| July ----- | 365 | 800 | 323 | 321 | 348 | 397 | 87 | 1,162 | 210 | 193 | 4,206 |
| August --- | 338 | 1,291 | 400 | 296 | 318 | 379 | 66 | 1,178 | 338 | 149 | 4,753 |
| September | 612 | 1,408 | 378 | 422 | 562 | 810 | 127 | 2,244 | 471 | 216 | 7,250 |
| October -- | 575 | 1,163 | 309 | 689 | 555 | 608 | 122 | 1,843 | 424 | 209 | 6,497 |
| November | 457 | 1,366 | 317 | 263 | 308 | 607 | 137 | 1,646 | 418 | 229 | 5,748 |
| December-- | 526 | 1,247 | 293 | 224 | 259 | 389 | 196 | 1,522 | 458 | 150 | 5,264 |
| <hr/> | | | | | | | | | | | |
| Total -- | 5,635 | 14,796 | 4,278 | 7,282 | 4,344 | 6,539 | 1,617 | 21,402 | 3,283 | 2,267 | 71,443 |
| Placements % | .877 | .769 | .892 | .992 | .841 | .922 | .956 | .955 | .880 | .931 | .889 |

CLASSIFIED SUMMARY FOR THE YEAR ENDING DECEMBER 31, 1921.

MEN

| | Persons
applying
for po-
sitions | Persons
asked for
by em-
ployers | Persons
sent to
positions | Persons
receiving
positions |
|-----------------------------|---|---|---------------------------------|-----------------------------------|
| Agriculture, ----- | 14,314 | 4,729 | 4,223 | 3,778 |
| Building Trades, ----- | 24,969 | 9,392 | 9,282 | 8,062 |
| Machinery & Metals, ----- | 43,102 | 8,683 | 9,209 | 7,364 |
| Clerical, ----- | 10,071 | 3,041 | 3,179 | 2,995 |
| Hotel & Institutions, ----- | 18,604 | 3,367 | 3,690 | 3,098 |
| Mine & Quarry, ----- | 9,167 | 10,303 | 4,426 | 4,391 |
| Transportation, ----- | 10,098 | 1,255 | 1,326 | 1,090 |
| Sales, ----- | 6,393 | 5,279 | 3,076 | 2,839 |
| Common Labor, ----- | 320,398 | 19,370 | 20,080 | 18,718 |
| Miscellaneous, ----- | 27,528 | 6,079 | 6,310 | 5,648 |
| Total, ----- | 484,644 | 71,498 | 64,801 | 57,983 |
| Retentions, ----- | | | | 877 |
| The year 1920 ----- | 280,730 | 525,866 | 219,642 | 206,106 |

WOMEN

| | | | | |
|-------------------------------|--------|--------|--------|--------|
| Agriculture, ----- | 151 | 176 | 139 | 129 |
| Clerical, ----- | 6,739 | 1,311 | 1,369 | 990 |
| Clothing & Textiles, ----- | 730 | 1,059 | 299 | 277 |
| Day Workers, ----- | 12,428 | 4,490 | 4,425 | 4,344 |
| Domestic Service, ----- | 7,559 | 7,095 | 4,690 | 3,857 |
| Hotel & Institutions, ----- | 7,538 | 3,010 | 2,227 | 1,868 |
| Machine & Factory, ----- | 1,879 | 1,415 | 1,023 | 906 |
| Professional & Trained, ----- | 278 | 251 | 156 | 119 |
| Sales, ----- | 1,647 | 861 | 666 | 551 |
| Miscellaneous, ----- | 1,629 | 627 | 488 | 419 |
| Total, ----- | 40,578 | 20,295 | 15,482 | 13,460 |
| Retentions, ----- | | | | 70 |
| Day Workers (Altoona), ----- | 21,035 | 20,256 | 20,171 | 20,171 |
| The year 1920 ----- | 30,213 | 32,016 | 23,060 | 21,690 |

Classified Report on Men, by Offices, for Year Ending Dec. 31, 1921.

| | HARRISBURG. | | | | PHILADELPHIA. | | | |
|---------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agriculture ----- | 169 | 153 | 154 | 128 | 9,824 | 1,939 | 1,724 | 1,503 |
| Building Trades ----- | 483 | 488 | 392 | 390 | 12,847 | 3,691 | 4,047 | 3,091 |
| Machinery & Metals ----- | 500 | 322 | 289 | 280 | 19,670 | 4,681 | 5,053 | 3,622 |
| Clerical ----- | 298 | 101 | 100 | 89 | 2,309 | 544 | 573 | 531 |
| Hotel & Institution ----- | 338 | 300 | 297 | 254 | 8,342 | 1,120 | 1,466 | 1,042 |
| Mine & Quarry ----- | 137 | 163 | 139 | 125 | 70 | 25 | 32 | 21 |
| Transportation ----- | 260 | 132 | 131 | 117 | 3,905 | 260 | 396 | 233 |
| Sales ----- | 132 | 122 | 116 | 105 | 2,669 | 1,749 | 587 | 482 |
| Common Labor ----- | 1,390 | 1,054 | 1,048 | 1,016 | 132,806 | 2,087 | 2,361 | 1,983 |
| Miscellaneous ----- | 555 | 435 | 424 | 418 | 15,381 | 1,484 | 1,821 | 1,336 |
| Total ----- | 4,262 | 3,270 | 3,090 | 2,922 | 207,823 | 17,580 | 18,060 | 13,867 |
| Retentions ----- | | | | 11 | | | | 403 |

| | SCRANTON | | | | ALTOONA | | | |
|---------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agriculture ----- | 221 | 394 | 187 | 155 | 462 | 399 | 373 | 367 |
| Building Trades ----- | 233 | 191 | 152 | 149 | 1,209 | 1,092 | 1,005 | 996 |
| Machinery & Metals ----- | 1,195 | 462 | 520 | 458 | 317 | 152 | 150 | 148 |
| Clerical ----- | 248 | 52 | 48 | 47 | 70 | 16 | 16 | 14 |
| Hotel & Institution ----- | 423 | 344 | 340 | 333 | 91 | 93 | 69 | 68 |
| Mine & Quarry ----- | 552 | 2,766 | 457 | 485 | 270 | 1,052 | 271 | 269 |
| Transportation ----- | 331 | 97 | 99 | 97 | 165 | 129 | 105 | 102 |
| Sales ----- | 156 | 187 | 127 | 118 | 76 | 133 | 59 | 57 |
| Common Labor ----- | 2,536 | 1,711 | 2,026 | 1,663 | 15,708 | 2,032 | 2,187 | 2,170 |
| Miscellaneous ----- | 550 | 317 | 268 | 258 | 1,527 | 1,336 | 1,336 | 1,334 |
| Total ----- | 6,425 | 6,521 | 4,224 | 3,793 | 19,895 | 6,434 | 5,571 | 5,525 |
| Retentions ----- | | | | 320 | | | | 0 |

| | ERIE. | | | | JOHNSTOWN. | | | |
|---------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agriculture ----- | 508 | 393 | 463 | 367 | 390 | 210 | 127 | 100 |
| Building Trades ----- | 474 | 246 | 330 | 237 | 1,100 | 805 | 626 | 568 |
| Machinery & Metals ----- | 598 | 128 | 257 | 121 | 1,061 | 531 | 462 | 406 |
| Clerical ----- | 237 | 33 | 69 | 28 | 230 | 45 | 68 | 39 |
| Hotel & Institution ----- | 215 | 146 | 183 | 141 | 247 | 75 | 94 | 63 |
| Mine & Quarry ----- | 2 | 1 | 1 | 1 | 893 | 4,487 | 807 | 802 |
| Transportation ----- | 147 | 33 | 66 | 36 | 371 | 72 | 73 | 51 |
| Sales ----- | 108 | 56 | 68 | 52 | 226 | 160 | 138 | 109 |
| Common Labor ----- | 1,339 | 1,078 | 1,129 | 1,059 | 11,598 | 3,708 | 3,223 | 3,098 |
| Miscellaneous ----- | 858 | 697 | 756 | 691 | 949 | 523 | 506 | 485 |
| Total ----- | 4,486 | 2,816 | 3,322 | 2,733 | 17,065 | 10,616 | 6,124 | 5,721 |
| Retentions ----- | | | | 16 | | | | 26 |

| | McKEESPORT. | | | | PITTSBURGH. | | | |
|---------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agriculture ----- | 117 | 49 | 38 | 38 | 2,106 | 1,013 | 1,008 | 983 |
| Bldg. Trades ----- | 272 | 119 | 104 | 102 | 7,058 | 2,512 | 2,367 | 2,291 |
| Mchy. & Mtls. ----- | 411 | 59 | 60 | 58 | 15,162 | 1,421 | 1,302 | 1,222 |
| Clerical ----- | 141 | 22 | 25 | 18 | 5,534 | 2,168 | 2,208 | 2,166 |
| Hotel & Inst. ----- | 29 | 11 | 13 | 13 | 8,261 | 1,208 | 1,173 | 1,134 |
| Mine & Quarry ----- | 85 | 2 | 2 | 2 | 5,346 | 1,774 | 2,647 | 2,616 |
| Transp't'n. ----- | 233 | 50 | 48 | 48 | 2,769 | 324 | 315 | 300 |
| Sales ----- | 65 | 26 | 23 | 23 | 2,694 | 2,697 | 1,843 | 1,785 |
| Common Labor ----- | 3,537 | 738 | 749 | 743 | 136,548 | 4,256 | 4,245 | 4,245 |
| Miscel'ns. ----- | 136 | 60 | 63 | 61 | 6,000 | 682 | 581 | 551 |
| Total ----- | 5,026 | 1,156 | 1,125 | 1,106 | 191,478 | 18,055 | 17,639 | 17,293 |
| Retentions ----- | | | | 1 | | | | 55 |

| | NEW KENSINGTON | | | | WILLIAMSPORT | | | |
|---------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agriculture ----- | 401 | 29 | 8 | 7 | 116 | 150 | 141 | 130 |
| Bldg. Trades ----- | 930 | 94 | 88 | 86 | 363 | 154 | 171 | 152 |
| Mchy. & Mtls. ----- | 3,645 | 891 | 939 | 886 | 543 | 36 | 177 | 163 |
| Clerical ----- | 857 | 47 | 47 | 46 | 147 | 13 | 25 | 17 |
| Hotel & Inst. ----- | 588 | 32 | 28 | 28 | 70 | 39 | 23 | 23 |
| Mine & Quarry ----- | 1,783 | 23 | 10 | 10 | 29 | 10 | 60 | 60 |
| Transp't'n. ----- | 1,662 | 14 | 14 | 14 | 255 | 139 | 79 | 69 |
| Sales ----- | 143 | 17 | 10 | 10 | 124 | 132 | 105 | 98 |
| Common Labor ----- | 13,820 | 1,984 | 2,370 | 1,988 | 1,116 | 720 | 740 | 721 |
| Miscel'ns. ----- | 1,144 | 30 | 27 | 27 | 448 | 516 | 529 | 483 |
| Total ----- | 24,973 | 3,161 | 3,541 | 3,102 | 3,211 | 1,909 | 2,055 | 1,921 |
| Retentions ----- | | | | 2 | | | | 43 |

SUMMARY

| | Appli-
cations | Open-
ings | Refer-
red | Placed |
|---------------------|-------------------|---------------|---------------|--------|
| Agriculture ----- | 14,314 | 4,729 | 4,223 | 3,778 |
| Bldg. Trades ----- | 24,969 | 9,392 | 9,282 | 8,062 |
| Mchy. & Mtls. ----- | 43,102 | 8,683 | 9,209 | 7,364 |
| Clerical ----- | 10,071 | 3,041 | 3,179 | 2,995 |
| Hotel & Inst. ----- | 18,604 | 3,367 | 3,690 | 3,098 |
| Mine & Quarry ----- | 9,167 | 10,303 | 4,426 | 4,391 |
| Transp't'n. ----- | 10,098 | 1,255 | 1,326 | 1,090 |
| Sales ----- | 6,393 | 5,279 | 3,076 | 2,839 |
| Common Labor ----- | 320,398 | 19,370 | 20,080 | 18,718 |
| Miscel'ns. ----- | 27,528 | 6,079 | 6,310 | 5,648 |
| Total ----- | 484,644 | 71,408 | 64,801 | 57,983 |
| Retentions ----- | | | | 877 |

Classified Report on Women, by Offices, Year Ending Dec. 31, 1921.

| | HARRISBURG. | | | | PHILADELPHIA. | | | |
|-------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agri. & Foods ----- | 9 | 10 | 11 | 10 | 48 | 80 | 53 | 45 |
| Clerical ----- | 272 | 208 | 240 | 162 | 1,121 | 275 | 285 | 195 |
| Clthg. & Textiles ----- | 11 | 24 | 25 | 17 | 142 | 286 | 78 | 71 |
| Day Workers ----- | 696 | 1,157 | 1,123 | 1,113 | 3 | 3 | 3 | |
| Domestic Service ----- | 808 | 1,576 | 1,249 | 939 | 9 | 8 | 7 | 4 |
| Hotel & Inst. ----- | 270 | 622 | 481 | 339 | 798 | 441 | 342 | 288 |
| Mch. & Factory ----- | 26 | 57 | 43 | 34 | 300 | 447 | 258 | 229 |
| Prof. & Trained ----- | 20 | 42 | 39 | 28 | 107 | 30 | 21 | 13 |
| Sales ----- | 52 | 55 | 60 | 31 | 55 | 124 | 53 | 26 |
| Miscellaneous ----- | 25 | 66 | 63 | 40 | 146 | 123 | 69 | 57 |
| Total ----- | 2,279 | 3,817 | 3,334 | 2,713 | 2,729 | 1,817 | 1,169 | 929 |
| Retentions ----- | | | | 0 | | | | 18 |

| | SCRANTON | | | | ALTOONA | | | |
|-------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agri. & Foods ----- | 1 | 7 | 1 | 1 | 8 | 10 | 8 | 8 |
| Clerical ----- | 78 | 32 | 34 | 26 | 234 | 66 | 68 | 65 |
| Clthg. & Textiles ----- | 22 | 379 | 15 | 14 | 293 | 294 | 115 | 115 |
| Day Workers ----- | 201 | 172 | 180 | 164 | 658 | 669 | 654 | 654 |
| Domestic Service ----- | 114 | 296 | 100 | 66 | 724 | 1,013 | 649 | 641 |
| Hotel & Inst. ----- | 175 | 157 | 155 | 138 | 179 | 181 | 127 | 127 |
| Mch. & Factory ----- | 70 | 59 | 62 | 54 | 7 | 6 | 5 | 4 |
| Prof. & Trained ----- | 1 | | | | 17 | 12 | 11 | 11 |
| Sales ----- | 13 | 14 | 12 | 12 | 59 | 74 | 44 | 44 |
| Miscellaneous ----- | 18 | 14 | 10 | 10 | 106 | 103 | 88 | 88 |
| Total ----- | 693 | 1,130 | 569 | 485 | 2,285 | 2,428 | 1,769 | 1,757 |
| Retentions ----- | | | | 10 | | | | |
| Workers ----- | | | | | 21,035 | 20,256 | 20,171 | 20,171 |

| | ERIE. | | | | JOHNSTOWN. | | | |
|-------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agri. & Foods ----- | 20 | 20 | 20 | 20 | 51 | 34 | 32 | 32 |
| Clerical ----- | 249 | 66 | 99 | 65 | 152 | 45 | 65 | 42 |
| Clthg. & Textiles ----- | 29 | 18 | 22 | 18 | 12 | 6 | 6 | 6 |
| Day Workers ----- | 588 | 518 | 518 | 518 | 598 | 367 | 370 | 330 |
| Domestic Service ----- | 583 | 528 | 571 | 449 | 421 | 637 | 322 | 264 |
| Hotel & Inst. ----- | 116 | 89 | 94 | 88 | 111 | 85 | 46 | 41 |
| Mch. & Factory ----- | 203 | 227 | 251 | 220 | 20 | 23 | 10 | 10 |
| Prof. & Trained ----- | | 20 | 26 | 20 | 29 | 105 | 24 | 20 |
| Sales ----- | 161 | 121 | 131 | 121 | 126 | 87 | 80 | 63 |
| Miscellaneous ----- | 165 | 92 | 111 | 92 | 26 | 23 | 10 | 10 |
| Total ----- | 2,246 | 1,699 | 1,613 | 1,611 | 1,546 | 1,382 | 965 | 818 |
| Retentions ----- | | | | 12 | | | | 3 |

| | McKEESPORT. | | | | PITTSBURGH. | | | |
|-------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agri. & Foods ----- | 1 | 1 | 1 | 1 | 10 | 8 | 8 | 7 |
| Clerical ----- | 93 | 32 | 32 | 31 | 4,403 | 564 | 519 | 378 |
| Clthg. & Textiles ----- | 2 | | | | 182 | 44 | 19 | 16 |
| Day Workers ----- | 621 | 183 | 185 | 184 | 8,810 | 1,314 | 1,288 | 1,279 |
| Domestic Service ----- | 441 | 313 | 266 | 217 | 4,140 | 2,477 | 1,346 | 1,106 |
| Hotel & Inst. ----- | 49 | 18 | 16 | 14 | 5,676 | 1,347 | 916 | 792 |
| Mch. & Factory ----- | 3 | 2 | 2 | 2 | 1,003 | 429 | 294 | 257 |
| Prof. & Trained ----- | 3 | | | | 68 | 41 | 34 | 27 |
| Sales ----- | 90 | 48 | 48 | 47 | 1,023 | 278 | 194 | 167 |
| Miscellaneous ----- | 42 | 15 | 15 | 15 | 1,028 | 158 | 92 | 80 |
| Total ----- | 1,345 | 612 | 565 | 511 | 26,343 | 6,660 | 4,710 | 4,109 |
| Retentions ----- | | | | 0 | | | | 17 |

| | NEW KENSINGTON | | | | WILLIAMSPORT | | | |
|-------------------------|-------------------|---------------|---------------|--------|-------------------|---------------|---------------|--------|
| | Appli-
cations | Open-
ings | Refer-
red | Placed | Appli-
cations | Open-
ings | Refer-
red | Placed |
| Agri. & Foods ----- | | | | | 3 | 6 | 5 | 5 |
| Clerical ----- | 89 | 7 | 7 | 7 | 48 | 16 | 20 | 18 |
| Clthg. & Textiles ----- | 1 | | | | 36 | 8 | 19 | 19 |
| Domestic Service ----- | 77 | 80 | 49 | 49 | 152 | 197 | 131 | 128 |
| Hotel & Inst. ----- | 127 | 17 | 12 | 8 | 37 | 53 | 38 | 33 |
| Day Workers ----- | 202 | 49 | 49 | 47 | 51 | 58 | 55 | 55 |
| Mch. & Factory ----- | 88 | 59 | 44 | 42 | 59 | 106 | 54 | 54 |
| Prof. & Trained ----- | 1 | 1 | 1 | 1 | | | | |
| Sales ----- | 29 | 12 | 12 | 12 | 39 | 48 | 32 | 28 |
| Miscellaneous ----- | 52 | 15 | 15 | 15 | 21 | 18 | 15 | 12 |
| Total ----- | 666 | 240 | 189 | 181 | 446 | 510 | 369 | 346 |
| Retentions ----- | | | | 0 | | | | 10 |

SUMMARY

| | Appli-
cations | Open-
ings | Refer-
red | Placed |
|-----------------------------|-------------------|---------------|---------------|--------|
| Agri. & Foods ----- | 151 | 176 | 139 | 129 |
| Clerical ----- | 6,739 | 1,311 | 1,369 | 990 |
| Clthg. & Textiles ----- | 730 | 1,059 | 299 | 277 |
| Day Workers, ----- | 12,428 | 4,490 | 4,425 | 4,344 |
| Domestic Service ----- | 7,559 | 7,095 | 4,690 | 3,857 |
| Hotel & Inst. ----- | 7,538 | 3,010 | 2,227 | 1,868 |
| Mch. & Factory ----- | 1,879 | 1,415 | 1,023 | 906 |
| Prof. & Trained ----- | 278 | 251 | 156 | 119 |
| Sales ----- | 1,647 | 861 | 666 | 551 |
| Miscellaneous ----- | 1,629 | 627 | 488 | 419 |
| Total ----- | 40,578 | 20,295 | 15,482 | 13,460 |
| Retentions ----- | | | | 70 |
| Day Workers (Altoona) ----- | 21,305 | 20,256 | 20,171 | 20,171 |

COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF LABOR AND INDUSTRY

CLIFFORD B. CONNELLEY,

Commissioner



PROCEEDINGS

OF THE

INDUSTRIAL RELATIONS CONFERENCE

October 24-27, 1921

VOLUME IX

Series of 1922

No. 2



PRELIMINARY SESSION.

Meeting of Approved Boiler Inspectors of Pennsylvania.

Monday Afternoon, October 24, 1921.

Senate Caucus Room, State Capitol.

Chairman, Dr. Clifford B. Connelley.

BOILER PROGRESS IN PENNSYLVANIA, William P. Eales,
Travelers Insurance Co., Hartford Conn., Chairman, Board
of Boiler Examiners of Pennsylvania.

SYMPOSIUM—BOILER UNIFORMITY.

Joseph F. Scott, Chairman Board of Boiler Examiners, Department of Labor, New Jersey.

C. O. Myers, Secretary-Treasurer, National Board of Boiler and Pressure Vessel Inspectors, Columbus, Ohio.

Charles E. Gorton, Chairman, Uniform Boiler Law Society of U. S. A., New York.

Organization of Pennsylvania Board of Boiler and Pressure Vessel Inspectors.

Chairman, James Neil, Pittsburgh.

Vice-Chairman, W. J. Boyer, Reading.

Secretary-Treasurer, A. J. Bell, Pittsburgh.



PURPOSE OF THE MEETING OF APPROVED BOILER INSPECTORS OF PENNSYLVANIA.

Dr. Clifford B. Connelley.

It is needless for me to say how much I appreciate the fact of your being here. In the early days sometime in 1913, these conferences were first called. They were known then as Welfare and Efficiency Conferences, but as time has gone on the phraseology has changed to Safety Congresses. Today we have for the first time in the history of the State a meeting of the Boiler Men of the State, and if you will bear with me just for a few minutes, I would like to read to you just a few things with which I am sure you are not all acquainted.

There are 636 approved boiler inspectors in the Commonwealth of Pennsylvania; 431 are directly connected with insurance and casualty companies, 147 with railroads, boiler manufacturers and other companies, 54 are unattached to any company engaged in boiler work, and four are in the State service solely. Each inspector, by virtue of the Commission of Competency he holds, represents the Commonwealth of Pennsylvania in so far as his duties are defined in the State Boiler Code. Because of this authority bestowed upon you it is our feeling that a closer working plan should be effected between you and the Department of Labor and Industry, which is responsible for the administration and enforcement of the Boiler Code.

There are a number of reasons for this closer cooperation. The first is because of the nature of your work. One needs not to quote figures or statistics to prove that there is no line of safety work that requires so much real knowledge of the "job" as boiler inspection. I think that you will agree with me that no one man can know the whole job, because of the new conditions one continually encounters, the element of uncertainty, even in the most careful inspection, and the sense of responsibility that rests heavily upon one. This in itself is enough to awaken a desire for getting together to understand the "Job" a little better.

The second reason is—because the code under which you are working is of necessity technical and difficult of interpretation. The Department of Labor and Industry has been called upon often to interpret its own code and has had to resort to the round-about but very excellent and efficient service of the Boiler Committee of the A. S. M. E. Code. During the past year, however, we have appointed a Boiler Board of Examiners, which because of its efficient personnel has also functioned as an interpretation committee of the Boiler Code. This Board has recommended several very important measures toward the betterment of boiler enforcement and inspection in Penna., that have made and kept Pennsylvania a leader in this work. I want to take the occasion to commend most heartily the excellent services of Mr. Wm. P. Eales, of the Travelers Insurance Company, who has been Chairman of the Board of Examiners, Mr.

James Neil of the U. S. Bureau of Mines, Mr. John Lukens, Chief Boiler Inspector of the City of Phila., Mr. A. J. Bell, Chief Boiler Inspector of Allegheny County, Mr. James Speed, Chief Boiler Inspector of Erie and Mr. Gomer Richards, Chief Boiler Inspector of Scranton. This leads me to the suggestion that we all can profit by a closer cooperation with this Board and call upon it for expert advice through the proper channels.

My third and final reason for a better organization of our work through more intimate cooperation is because of the overlapping of inspection territories, the lack of uniformity in inspection charges where the inspection is done by other than insurance company inspectors, controversies that have arisen between the insurance inspectors and the unattached or the State inspector, dissatisfaction caused among owners of boilers because of overcharging and of duplication of inspections. The basis of a better understanding is in pooling our interests in a more or less permanent organization that will include all the boiler inspectors of the Commonwealth, and which shall have the advantage of such an advisory committee as our Board of Boiler Examiners of Pennsylvania.

Toward preparing the way for such an organization of the approved Boiler Inspectors of the State, questionnaires were sent out, the replies to which are overwhelmingly in favor of the organization. This makes me bold to suggest a tentative plan of organization which may serve as a basis for getting together and drafting a constitution that will better fit the needs. Before submitting this, however, I think it most proper to take up the program of the meeting, that in the discussion we may discover all the more the real need for a State organization of approved boiler inspectors. I deem such an organization fundamental to the National Organization of which we shall hear.

BOILER PROGRESS IN PENNSYLVANIA.

William P. Eales.

When the Department of Labor and Industry was created by act of the legislature in the year 1913 the subject of Boiler Safety seriously concerned only one or two cities and but one county in this Commonwealth. Its predecessor, the old Department of Factory Inspection act of 1905. required that all boilers used for steam or heat in any establishment be inspected annually and be provided with a safety valve and steam and water gauges. Further than these modest requirements there was nothing specific. A boiler was not clearly defined. It could be any kind of a receptacle, built in any fashion of any material that would withstand the harm inflicted upon it during construction. When once installed it could be operated at any pressure required to do the work imposed on it in accordance with the individual judgment of the Inspector or the owner or user of it. Experience indicates, however that fairly good judgment was used because serious boiler catastrophies were infrequent in comparison with the experience of other States. It was the performance of boilers elsewhere that indirectly caused more stringent measures in this State.

Pennsylvania leads all other States in the number of power boilers. No reliable count has ever been made and there are no authentic

figures as to the actual number of power boilers. On the basis of total boiler insurance premium written in all states we can determine that one-eighth of it is produced in Pennsylvania and I think this fairly establishes that one-eighth of the number of boilers in the Union are located here.

Pennsylvania also leads in the number of boilers manufactured.

It was natural, therefore, that one of the first features in the Safety program undertaken by the Department and the Industrial Board was Steam Boilers. At the first Committee Meeting called to consider this subject it was decided, in the interest of uniformity, to await the promulgation of the Boiler Code of The American Society of Mechanical Engineers, which had been in preparation for some time. When copies of the original A. S. M. E. Code were sent us, for consideration, some two years latter it was decided to adopt the Code verbatim for new construction as well as for existing boilers and have it become a Law. Fortunately the powers of the Industrial Board as established by the act that created it made this possible without any prolonged delay such as occurred in some of our neighboring States where special legislative action is necessary.

The effective date of the Code was advanced sufficiently to allow everybody to prepare and adjust themselves to it. That there was need for it is evidenced by the universal regard it has received. It has never been unpopular with the real progressive residents of the State. The fair and tolerant manner in which it is administered has effected its enforcement without any real hardship.

The code establishes that boilers intended for the generation of steam shall be constructed of suitable material, of proper quality and strength, that the design shall be in accordance with modern practices and that the workmanship is good.

It contemplates not only the prevention of explosions and failures of boilers while in operation but economy in construction and efficient performance, proper circulation, durability, the avoidance of frequent repairs but when repairs or replacements of parts become necessary, ease and accessibility in making them all of which is of benefit to the owner or user.

In order to determine that these requirements are properly observed it became necessary to qualify men for the work of inspecting boilers during construction as well as in actual operation. Examinations of Inspectors not already qualified were held several months before the Code became effective. About two hundred men were examined at the beginning, twenty-five per cent of them were unable to qualify, by reason of not having intimate knowledge of steam boilers, or of insufficient experience, or on account of unfamiliarity with the Code. All examinations were written and all papers were retained as a matter of record. This procedure has been followed at quarterly intervals ever since. That the examinations were fair and impartial is evident by there having been but one appeal that I can recall. At this time more than five hundred inspectors have received authorization to inspect boilers and submit reports on them.

The Boiler Code has now been effective for more than five years. It has been adopted by cities which are privileged by the legislature to make and enforce local ordinances as well as by the Public Service Commission.

It has since been adopted by a score of other states.

It is to be regretted that the Department of Mines does not accept and enforce it before a serious boiler catastrophe, which I am sure will occur, and compel its adoption in the interests of Safety by that Department.

During the War it became necessary to make one temporary modification to meet the emergency, and time had demonstrated that this action was justified, although it did result in adding somewhat to the perplexity in the administration of the Code.

On account of changing conditions that cannot be foreseen as well as the various uses and purposes for which steam is being utilized in manufacture and industry it has been found prudent and necessary to make minor revisions.

These changes and rulings generally affect repairs, appliances and attachments to boilers and to miniature boilers, all of which subjects are not brought out clearly in the Code.

The success of the Boiler standards, its acceptance and its enforcement is inspiring. Appeals and petitions pertaining to construction are infrequent. Existing installations are being improved to meet the requirements. An extension of time has been granted to the owners and users of certain boilers of doubtful construction. The most complexity is in connection with used or second hand non-standard boilers, generally of the portable type. It would be expedient and desirable at this time to take a census of these boilers located in the State and offered for a sale or transfer. They should be clearly marked or numbered for future identification so that some time hence there will be no question regarding the eligibility of such boilers.

There is still a great deal to be done, the most important of which is to collect and compile information on the number, type and location of boilers. The character and seriousness of boiler failures, as well as the cause of them. The Boiler Code could with propriety be extended to include unfired pressure vessels such as pulp digestors, rubber vulcanizers, auto claves used in the manufacture of chemicals, rendering tanks, economizers and all similar vessels containing steam, air and ammonia at pressures exceeding fifty pounds.

Some of these vessels equal or exceed steam boilers in size and working pressure and invite a greater catastrophe hazard.

Boiler safety is not dependent entirely on the strength of boilers, their excellence in construction nor their condition. It is influenced very materially by the intelligence and wisdom exercised in the care and operation of them and until some authoritative measures are taken in this respect the safe performance of steam boilers throughout the State cannot equal that of its cities having ordinances that require proper qualifications for the boiler plant operatives.

PURPOSE OF THE NATIONAL BOARD

Joseph F. Scott

I deeply appreciate invitation of your Commissioner to give me the opportunity to speak before you, who are interested in boiler inspection as it is the field of work we here are all vitally interested in

and I know it is the desire of every man to adopt as fine a construction and to erect as many safe-guards in our particular territory which we feel is always an improvement and a benefit to the owners and the immediate neighborhood where boilers are used.

You no doubt all appreciate the fact that each state and municipality that has an Industrial Board or Boiler Board have, in a number of instances, adopted their own standards and operated under their own created rules and regulations in accordance with their specific law, with the result that the manufacturers and purchasers of steam boilers have been in more or less of a haze in their endeavors to follow up the standard requirements in some particular locality where a boiler is to be installed.

In the last few years a number of states and cities have, through their authorized boards, adopted the Boiler Code, of the A. S. M. E. which no doubt you are acquainted with in view of the fact that Pennsylvania was one of the first states to adopt same. Through the adoption of the code the states operating under this standard have been able, with a certain degree, of success to obtain and enforce certain standards of construction that are incorporated in the Code. It is not necessary to point out that this has been a big stride toward advancement in our particular field.

However, the operation of our standards in cooperating with other states has demonstrated, through experience, that there is room for improvement. Most every state, as you are well aware, through its board or authorized body, originally required that the boiler to be constructed and operated in such state or city must be stamped in the particular state. The result has created confusion, which is demonstrated by the number of stamps which will be noted on various boilers throughout the country.

Another drawback which we are experiencing is the fact that inspectors authorized to inspect boilers in Pennsylvania, New York, or some other states must pass an examination in these particular states and in a great number of instances are required to travel some part of the country to supervise inspection of steam-boilers during their construction for the territory under which he is authorized to inspect boilers. The result is that the inspectors in a great many instances have taken examinations in very nearly every state where there are laws and regulations covering the boiler field.

There are various other items that come into consideration and in which there is room for improvement. Another particular item which I feel inclined to mention is variations and multiplicity of the interpretations in paragraphs of the Boiler Code that manufacturers of appliances, various inspectors and bodies will devise, which on the face of interpretation are correct from their view point. However, from these interpretations, it is apparent that complications are always in evidence which create a quandary to the authorized bodies of the various states, owing to the fact that there is no true standard interpretation for the paragraph of the Code in question. The result is that the Boiler Code Committee, through its secretary, is kept very busy in pointing out to the various states who are interested the true interpretation of some particular paragraph.

In view of these complications that have arisen, it is evident that the more states that have adopted the boiler code of the A. S. M. E.,

the greater difficulty would be experienced in getting proper enforcement and operation along uniform lines. As you know the authorized representatives of the various states and cities who are operating under the code have representation on the Conference Committee of the Boiler Code of the A. S. M. E.

Several of these members, representing various states, met several years ago and formulated the proposition of creating what is known as the National Board of Pressure Vessel Inspectors. In 1919, after considerable thought and discussion, this organization was launched. In February, 1921, the National Board had its first meeting in Detroit. The meeting was attended by representatives of practically every state and municipality that had adopted the Boiler Code. Also, attending this meeting were representatives of boiler manufacturers who were interested in the purpose of the organization.

It was very apparent that when the real purpose of the organization was set forth at this meeting, it was obvious that the only solution to our problems in maintaining uniform standards under the Boiler Code of the A. S. M. E. would be the creation of a board of this kind, as such board was to operate and be in harmony with the standards and work done by the Boiler Code Committee of the A. S. M. E.

Through this organization the office of the secretary of the National Board will be practically a clearing house for every boiler constructed under the A. S. M. E. Boiler Code and it will be possible to obtain records when they are wanted by any state, municipality, manufacturer, or insurance company as the data report in every case, covering a boiler constructed under the Code, will be filed in the office of the National Secretary.

The examining committee of the National Board will cooperate in formulating standard examination papers from time to time for the various states or municipalities who need such cooperation and after the state or municipality has certified to the qualifications of any inspector, through the approval of the authorized representative or body of any state, a certificate of competency will be issued to the inspector to inspect boilers in any state operating under the code without the necessity of undergoing another examination. The same procedure will apply to all forms used in making out reports, etc.

Through the National Board, one standard stamp will be adopted, and the symbol of the A. S. M. E. is incorporated on the National Board stamp, doing away with the multiplicity of stamps that is or has been enforced heretofore in the various states and municipalities operating under the code.

It is obvious that the National Board will formulate a connecting link with the Boiler Code Committee, the manufacturer, the purchaser and the state.

The interpretations of the A. S. M. E. Code Committee or any other decisions of the Code Committee will practically become standardized through the National Board, eliminating, through this procedure various interpretations of the paragraphs in the Code that have been prevalent throughout the country.

I might mention that through the adoption of the National Board by the states operating under the Code, the various difficulties that we encounter will be eliminated and it is apparent that our standards will be strengthened through the enforcement that it is obvious will be obtained.

The membership of the National Board, as explained above, is composed of the designated head of the Bureau, who has the supervision of the steam boiler construction, installation, and inspection; and it is obvious that through this method the National Board has the force of law of every boiler body who has a membership in the National Board, in so far as pertaining to their particular state. In other words, it is not the purpose of the National Board to, in any way interfere with the operation and authority of the authorized bodies in the states or municipalities who have such authority as heretofore, as nothing is done through the national Board in any way that will interfere with the specific authorization of any particular state or municipality.

The purpose of the National Board is simply to create a uniform standard method of operation and cooperation which is of vital importance, as heretofore stated.

Gentlemen, I desire to thank you for giving me an opportunity to explain this through your kind Commissioner, and trust that your promised association known as the Pennsylvania Steam Boiler Inspection Association will be a complete success in every way, and will be a big factor in helping us to arrive at simplified rules and regulations, which we so desire, and I am certain it will be a big success in view of the fact that your able Commissioner of Labor, Clifford B. Connelley, is and stands ready to be with you and help you in every way within his power.

THE NATIONAL BOARD.

C. O. Myers.

It gives me pleasure to have the opportunity to outline the aims, ideals and accomplishments of the National Board of Boiler and Pressure Vesel Inspectors, and the work which has been done, and is being done, to secure uniformity in the construction, installation and inspection of steam boilers.

It is not surprising that there is a wide diversity of enforcing boiler regulations notwithstanding the fact that we have a uniform Code of Rules, when we consider that each state works separately in applying these rules. These diversified conditions were not serious as long as there were only a few states having boiler inspection laws, but as other States enacted such legislation, it began to present complex problems which can only be solved by concerted action of the enforcing bodies. Eastern concerns have found western outlets for their products and western concerns have found eastern outlets for theirs. In fact they are national institutions and there is no longer any reason why a boiler built and properly inspected for one state should not have the same right and be subjected to the same regulations and accepted in another.

As long as we have our present form of Government, in which domestic concerns are to be regulated by the State, if we are to have uniformity, we must acquire it by having a similar law passed in each state and a means of securing concerted action in the enforce-

ment, or surrender state sovereignty to the Federal Government for the purpose of securing such uniformity.

Prompted by these motives, the American Society of Mechanical Engineers a few years ago appointed a committee to formulate rules and regulations for boiler construction. When this was done, the next step was to have the various states adopt these rules and regulations, so the American Uniform Boiler Law Society was created, and this Society has been successful in having the A. S. M. E. Boiler Code accepted in all the States having boiler laws, except that of Massachusetts. But, when the code is adopted by the states the work of the Code Committee does not end, as a law cannot be uniform even though it is adopted in the same form in the separate states if the Boiler Boards of the States interpret it differently. The Committee several years ago discovered that the uniformity which it was earnestly striving to bring about was being seriously affected by a diversity in the decisions of the State Boards upon the same provision of the Code. A number of boards were deciding cases without any effort to ascertain whether the case had been previously passed upon by the Code Committee. This condition has brought about the organization of the States for uniform enforcement into a separate body which is known as the National Board of Boiler and Pressure Vessel Inspectors.

The object of this Board is briefly set out in the Preamble to be "for the purpose of promoting greater safety to life and property by securing concerted action and maintaining uniformity in the construction, installation and inspection of steam boilers and other pressure vessels and their appurtenances, and to secure interchangeability between political subdivisions and the United States.

Many requests are made to the Code Committee to approve specific designs of boilers and appurtenances not covered by the Code, and they are not in a position to take action upon such cases. Therefore, when such cases are submitted to this Committee and upon which uniformity is desired, it is submitted to a committee on "Specific Designs and Appurtenances" of the National Board, which determines whether the device is one upon which uniformity should be attempted, and make such recommendations as it deemed advisable. If the Committee reports favorably, the case is then referred to the members for their consideration, and ninety per cent affirmative vote is required to obtain final approval. When this approval is given, the device may be used in all of the States that are members of this Board.

To satisfy the requirements of the various State Boards it is necessary for the manufacturer to put twelve or fifteen stamps upon a boiler for interstate use, which upon the face of it indicates a poor cooperation and a lack of uniformity. The purpose of this stamp is to indicate three things. First—That the boiler is built to a certain standard. Second—That it has been inspected through construction by a qualified inspector. Third—That a complete data report is on file in the department indicated by the stamp. Since this stamp is only an abbreviated identification why isn't it reasonable to coin a stamp, incorporating the above information, and have it take the place of the individual State stamps now required.

The approved stamping of the National Board is a combination embodying this information. In the first case the A. S. M. E. symbol

is required, showing that the boiler is built in accordance with the A. S. M. E. Code. Second—The stamps are to be placed upon the boiler in the presence of an inspector holding a National Board Commission. Third—The words National Board, a serial number and the abbreviated manufacturers name are also required. A data report upon a boiler stamped in this manner is to be filed with the Secretary-Treasurer in duplicate. When the destination of a boiler is known the builder may file a copy of the report with the State Department, or it will be the duty of the Secretary-Treasurer to furnish the State with such data. In this way we will always have a record of the boiler no matter where it goes or where it came from, this stamp will show the inspector where he may obtain a complete data on such boiler.

Necessity creates the demand for the enactment of laws for the protection of the people, and the benefits derived from such laws depend upon their administration. Boiler laws are somewhat different in nature from the ordinary law and has its own peculiarities for administering, which require specially trained men to make the inspection, fix the pressures and fill out the data report for the official record of the State Department, therefore care should be taken in the selection of the inspector to determine his fitness and ability to apply the rules laid down by the Board, and he must also be capable of assuming the responsibility of a safety constructed boiler, at a given pressure.

There are two conditions which enter into the administration of a boiler inspection law. First—Those applying to existing installation, or field inspection. Second—Those applying to the construction, or shop inspection. There is no immediate demand for uniformity in the enforcement of rules pertaining to existing installation, and the enforcement of such rules must be governed greatly by local conditions, nor is there any need of reciprocity of inspectors confined to this class of inspection. In the second case, however, there is a great demand for uniformity, and it is necessary in this case that the States accept one another's inspectors. To secure as near as possible standard qualifications for such inspectors, the National Board has appointed a Committee to formulate questions and answers for the use of its members, and an applicant passing this examination is entitled to a Commission from the National Board, which is recognized by all the members. This Commission is active only when the holder thereof is employed by any political subdivision of the United States or by any insurance company authorized to insure boilers by any such political subdivision. The Board is now issuing commissions to persons holding certificates of competency obtained by taking a written examination. This is being done so that the present inspectors will not have to be re-examined. We are, however, protecting the members of the Board in such cases by requesting that the applicant have his application approved by the official in charge of the State where the examination was taken.

At this time we have one hundred and ten inspectors commissioned, and thirty boiler concerns have been authorized to stamp boilers in accordance with the By-laws of the National Board, and there are eleven States out of seventeen who have officially accepted the

approved stamping, and we would like to have the State of Pennsylvania take this matter under consideration in view of co-operation in securing the objects set forth in the preamble, Constitution and By-laws of the National Board.

UNIFORMITY IN BOILER CODES.

Charles E. Gorton.

I do not see why it was necessary for me to appear here today at all in view of the fact that the ground has been practically covered by Mr. Eales and the other two speakers, but I do think that possibly I might say a few words on the origin of the Code down to the present time.

In 1911 Colonel Meyer was President of the American Society of Mechanical Engineers and he as well as others realized the chaotic condition into which the states were rapidly drifting in regard to boiler construction. If I remember rightly there were then only five states in the Union that had boiler laws; some of these were bad, some good, some indiffererent, and they realized at that time that if that condition was allowed to continue it would only be a very few years before a condition would be brought about that it would take a long term of years to rectify. Colonel Meyer appointed a boiler committee of seven members. They had the so called backing of the associations in New York, but they found that to get together the mass of data that was required to formulate a code was a larger job than seven men could hope to carry out, so on the advice of the original Boiler Code Committee a Conference Committee was appointed which Committee became a part of the Boiler Code Committee, so that the Boiler Code Committee at the present time consists of twenty-four members. We have often heard the remark made, and the question asked, "Is this the work of a small body of men?" To that we can reply absolutely, "No." We feel that this is the work of thirteen thousand eight hundred and twenty men, in other words it is the work of the American Society of Mechanical Engineers, who have been aided and assisted in this work by the three other sister engineering societies. We called together the mechanical boiler manufacturers, the water tube boiler manufacturers, the horizontal manufacturers, the low pressure plate boiler manufacturers, the low pressure cast iron boiler manufacturers, the material men, which included the steam companies, the plate makers, the safety valve people, and also the locomotive manufacturers, the insurance people, and the National Electric Light Associations. That list includes those in the industries who were vitally interested in the formation of a Code. Then we invited the organization of a Committee which we called the users committee of large industries that were using these boilers. We got them in and we got all that we possibly could get from those men, and I want to say here now that they opened their store houses for the use of the Boiler Code Committee, which incidentally means the Society of Mechanical Engineers. But they did not feel satisfied. We had, if I remember rightly sixty-five or sixty-seven hundred copies printed and they were sent all over the world, to England, Germany, Russia, Belgium, Spain and we asked for criticism. But remember we asked for constructive

criticism and not destructive criticism, with the result that after nine months we had received less than fifty constructive criticisms to that code. So on February 13, 1915, the council, or governing body of the American Society felt justified in affixing their name to that Code as a work worthy of their name.

Right here I want to say that those who are members of the Society know that according to the Constitution and by-laws of the American Society of Mechanical Engineers they are forbidden to enter into anything of a political or commercial nature. They are strictly a technical organization. They can formulate standards which afterward become known as Codes, but they cannot enter into the commercial side or the political side. Therefore we felt that it was necessary in order to bring this subject directly before the states and cities to organize a society outside of the Mechanical Society which we did in 1915. The latter part of 1915 we organized the Uniform Boiler Law Society. The functions of that society are to formulate codes and call the attention of the different states to the code looking toward their adoption of the code as a state standard. Up to the present time we have seventeen states, and I want to say now that we feel grateful to the state of Pennsylvania, because the State of Pennsylvania was the second state that adopted that code, Ohio being the first. Rhode Island, New York, New Jersey, Pennsylvania, Delaware, Maryland, Ohio, Michigan, Indiana, Minnesota, Missouri, Arkansas, Oklahoma, Utah, California and Oregon have adopted it. I would like also to state that the code has never been defeated. By that I mean wherever legislation has been introduced in the states and allowed to go through the Legislature that the bills creating the state standard have never been defeated, that there has been no argument brought forth that would in any way hurt the Code as an engineering specification,—for that is all that it is, a specification.

Mr. Eales touched on a subject that I should also like to refer to. The Society wanted to promulgate a code for unfired pressure vessels and that is what they are doing to-day. There is a sub committee of the Boiler Code Committee that is working upon a code or a set of rules for unfired pressure vessels. We have, or will have ready for distribution rules governing the construction of locomotive boilers which will be known as Part I. section 3 of the Code dealing with locomotive boilers. That Code has the approval practically of the Interstate Commerce Commission through Mr. Baker and Mr. Roberts. There were some differences of opinion on it, but one unique feature of the Society is this, that we may have differences of opinion when we go into the room but we come out as a unit. It has been the practice of the Code Committee on all matters dealing with interpretations, or anything that comes before it to be unanimous. Now, you may think that is impossible when you take twenty-four engineers and try to get them to be unanimous, but we do get unanimity on interpretations. If we held a meeting today on an interpretation or inquiry, it would be discussed and there might be dissenting opinions, but the Secretary immediately transcribes the minutes of the meeting and sends them to each individual member. He goes home and he goes over the question and then he must vote

by ballot. After the Committee makes its recommendation it goes to the Council of the Society and it must be approved by the Council of the Society before we can send it out for the general public.

The question that many makers brought up was in regard to special designs. The Council of the Society felt that the Committee should have nothing to do with special designs that might be handed to them. For two years we were in a quandary to know what to do, and that together with the uniform stamp on boilers, and the uniform examination for inspectors were the three questions that we had before us for the past two years. The first of which we settled was the organization—or rather after the organization of the National Board of Pressure Vessel Inspectors on December 2, 1919, the Code Committee requested the Council to give them permission to transfer anything that might be brought before the Boiler Code Committee that had to do with specific designs to this National Board. The Code Committee have refused to say whether a boiler design meets with the approval of the Committee, or whether it meets the requirements of the Code. That is something for the engineering departments of the boiler manufacturers to decide as to whether their design of boiler will meet with the provisions of the code, and we felt it was not up to the Code Committee to say that that boiler did meet with the Provisions of the Code. So on these things we have the permission of the Council of the A. S. M. E. to pass on to the National Board.

When it comes to the question of a stamp; I wish all of you gentlemen could have been with me in the middle West about six months ago. I saw a boiler with twenty two stamps on it, and if it had been necessary to place the twenty third stamp it would have required an extension to be built to the boiler in order to place that stamp. That is not right. It entails a hardship not only upon the States, but it entails a hardship upon the manufacturer himself. It required him to put twenty two stamps on a boiler. The Uniform Boiler Law Society have felt and do feel that we will meet all requirements if the National Board will design a stamp, and as matter of fact they designed a stamp which carried a clover leaf surrounded with the words "National Board." If that stamp will be accepted and adopted by the seventeen states and cities that have adopted the code then the life of the manufacturers and the boiler inspector in the field will be made worth living, while at the present time it is not. If the present situation continues we feel that within the next few years there will be forty eight states that will have adopted the Code as a state standards, and that will mean forty eight stamps on a boiler. If the seventeen states and cities will adopt the National stamp, and we have every reason to believe they will, that will eliminate all that trouble.

When it comes to the examination of inspectors—it is not necessary to mention any names, but I know of one state in which it was told by the head of the Department that one of the boiler inspectors was formerly a tailor. How much did he know about the construction of a boiler or the inspection of a boiler? I understood that another man was a former whiskey salesman. The examinations of some of these states are—well, really it is ridiculous to call them examinations at all. You take the State of Pennsylvania and Ohio, and some

of the other states that we might say, figuratively speaking have been on the map, so far as their boiler inspections and construction are concerned, their examinations are all right, but it is not for Ohio, it is not for Pennsylvania, it is not for New York that we are in this movement, it is to help along our weaker sisters. I doubt very much whether your Commissioner here would feel justified in accepting a certificate from some of the states of the Union because their standard is below your standard.

The National Board, as we understand it, intends to put this on a broad plane so that if an inspector is able to pass the National Board examination his certificate will be accepted in any state of the Union. We cannot say that at the present time because the examinations are not uniform. So just keep in your minds those three things: a uniform stamping of boilers; uniform examinations, and uniform interpretations.

One of the finest conventions I have attended in years was the first National Convention of this National Board which was held in Detroit, February 2nd to 4th of this year. If I remember rightly thirteen or fourteen states out of the seventeen were represented and some nine cities were represented. Those men got together and talked shop. Naturally they would talk shop. They were all of one voice that it was absolutely imperative that we should have those three things. I know that the great State of Pennsylvania wants it; I know that you who are here today are in hearty sympathy with the National Board. There are certain things that will have to be ironed out before it can be brought to pass in a legal way, but you know there is always a comfortable feeling when a man knows he is among friends, and we feel today that we are among friends in the state of Pennsylvania, because Pennsylvanians have been friends to the Code movement since its inception. We have no complaint to make whatever about the treatment which has been accorded to all of the members of the Code Committee and to the members of my Society, and we feel that when this Convention adjourns it will go on record in all probability with being in favor of the National Board's acting as a National Clearing House in order to eliminate the red tape and the inconvenience which you find in the field as Inspectors.

DISCUSSION.

Organization Penna. Board of Boiler and Pressure Vessel

Inspectors.

General Chairman CONNELLEY: I want to thank each one of you gentlemen.

I am in hearty sympathy with what both Mr. Eales has said and what the last speakers have said regarding boiler codes in this country. We are living in a commercial industrial age, and the man who expects to make money industrially depends solely on the power which is created, and in many cases that is created by steam. Years ago when I was a boy in an office it was found that the architect in drawing plans for a building had left no place in which to put the power plant to run the elevators. It was the last thing he thought of, and he never thought or dreamed about power being used in the way it is being used today. A little later in my life a large concern

in Pittsburgh began to run a tremendous power plant in the working of their mills. They used three tubular boilers and the power situation has taken on another face.

I hope I will not be misunderstood in what I am going to say, but let us talk for a moment about the tailor who was an inspector. The tailor in the Pennsylvania Hotel for the pressing of your and my clothes paid a concession of one hundred and ten thousand dollars. They used boilers for steaming the clothes, and I suppose they had seams on the boilers and that is why they had an inspector of boilers who was a tailor. Pardon me, but I had to get that off my chest. But just consider this for a moment, that the basis of this is the foundation of good business and thoroughness, and the boiler inspector who was not trained and knows nothing about boilers certainly cannot make a good inspector. We realize that the American Society of Mechanical Engineers is working on this Code work for nothing. Now just get that into your minds, we all know, or ought to know that those people work absolutely for nothing, but there is a certain solace in the thought that in doing something for the community, whatever it may be, you are doing something that is going to make conditions better for the community, better for you and better for the country.

Now, I hold no brief for or against the engineers, but I do say this that a boiler is a boiler and a heat unit is a heat unit, and if the boiler is built to stand sixty pounds pressure it may blow up with eighty pounds and the people working around it will be killed, and it is because of such conditions that I think we ought to have intelligence displayed in inspection. Intelligence displayed first on its construction, on its installation, and we should get to a place where we understand each other.

Along come the insurance people, who will insure you on anything. It makes no difference what it is, and that is the hardest thing of the whole situation. They will insure you on anything you want them to take a gambler's chance on. They will insure you on whether it is going to rain or is not going to rain, and as I said they are willing to take a gambler's chance on anything. This is the kind of an age in which we are living, and we need scientific management in safeguarding the safety of the people of this age.

I say again, I do not want to be misunderstood, the insurance people take a long chance on the safety of a boiler when they come to insure it. Now, I say that because I know they take a "gambler's chance" as all insurance companies do.

I want to hear this paper of Mr. Eales discussed, and I would just like to ask Mr. Eales one question, with the view of helping to open the discussion, and that is, Are manufacturers today making a better boiler, or are the engineers making specifications so that the manufacturers are forced to make better boilers now than they did?

MR. EALES. I would say by all means the boiler manufacturers are making boilers better than they were. The boilers of these days are made of better material; the boilers that were built earlier—the work on them—was done by hand, but they are not built that way any more. Some of the plates are too heavy to be formed by hand, and it must be done by machinery. Large punches and expensive machinery are required so that small boiler-makers cannot buy them, and the

building of boilers has advances as every other line of industry. The planning of boilers has improved to meet the higher pressure, and the infrequency of boiler explosions in itself indicates that all this is beginning to show itself on the other side of the ledger. Explosions nowadays of boilers are very infrequent. I have yet to hear of the first catastrophe by reason of the explosion of a code boiler. There may have been some, but I have not heard of them. I am speaking now about a real boiler explosion, because of some failure in the boiler. Boilers, of course, will explode from misuse, which fact I mentioned in my paper. I also mentioned the inspection of pressure vessels. There are pressure vessels, such as pulp digestors, that are very much greater, very much larger, than any steam boilers, and the duty imposed on the digestors is very much more severe than it is on boilers, because of the work they have to do. A very serious explosion occurred recently in which one hundred men were killed in a paper mill, due to the failure of a digester, but we have other records of digester explosions causing much damage. During the war, while we were making chemicals, we were asked to insure a number in chemical plants, in which the quantity of water and chemicals was introduced and a certain quantity of steam and chemicals was introduced, and then the temperature started to rise, and after the temperature started to rise the steam was given off and the pressure rose to 15 atmospheres and over. It is because these extreme pressures in these unfired pressure vessels are greater than in the ordinary boiler, I am making these suggestions.

In regard to the standards of boilers, or uniformity, I am going to take the liberty of correcting Mr. Gorton. Pennsylvania was the first state that adopted the A. S. M. E. code, on the first of July, 1916. He knows the state of Ohio did not adopt the code until December of 1917. So that we beat them to it by about 15 months.

Mr. GORTON. I stand corrected; I think he is right.

General Chairman CONNELLEY. It matters very little, although, of course, it is really interesting to know that Pennsylvania was the first state to adopt this code. I rather enjoy hearing that, because I was not the commissioner at that time, although I was very much interested in the American Society of Mechanical Engineers, and with boiler work throughout the country. Any other question you would like to ask Mr. Eales?

Mr. SCOTT. Following up Mr. Eales' remarks with reference to pressure vessels, it is very essential that regulations of this kind be put into the different states. The board of boiler and pressure vessel inspectors was originated primarily to take care of the inspection of unfired pressure vessels. I believe if we would have the statistics covering the matter of explosions that we are having today we would find that a great many of them are due to the explosion of pressure vessels. Go down into our oil refineries in New Jersey, and there are some in Pennsylvania, and you will find boilers there built larger than any steam generating vessel that was ever conceived. There are pressure vessels there that carry anywhere from 300 to 500 pounds of pressure per square inch. A large number of accidents happen from the explosion of these vessels, and there are no regulations covering the inspection or the construction of such vessels. We had

a case in New Jersey about three years ago of a small refrigerator plant. It was only a small refrigerator plant for the ice making, but the vessel, which was only about 8 inches in diameter and about 14 feet long, gave way. No regulation was applied to the construction of that pressure vessel with the result that it collapsed under excessive high pressure. I happened to be on the job practically three hours after the thing occurred. Twelve men were killed outright, and many injured. It is very important that an inspection of some sort be provided for these pressure vessels, just as soon as we can get that work, and it is very important that matters of this kind be brought to the attention of a body of this nature. It is just as important as it is for fired vessels, if they are a menace to the community. We had an explosion over in Hoboken when one of the very best engineers of the country lost his arm and very narrowly escaped with his life. In Newark an air pressure vessel blew up and destroyed practically the whole building. Fortunately there was nobody there at the time, but it only bears out Mr. Eales' remark, that this state, which is operating under a code of standards today, should make provision to cover the inspection of pressure vessels carrying a pressure higher than 15 pounds to the square inch.

General Chairman CONNELLEY. Is there any further discussion, gentlemen?

Mr. J. F. PERKINS. Looking around over these men here today, who have all taken the examination, and all understand the proposition pretty well, I want to ask a question. When we go out and make an inspection and meet a man and find that his boiler is thirty years old, and we threaten not to reinsure his boiler, and we report the case to the state, and nothing is done—

General Chairman CONNELLEY. You are wrong when you say it is reported to the state and that nothing is done. You are wrong. There never has been a case that has been reported to the state when the state has not immediately sent out its inspector, and there were only two or three cases reported to us that those men did not live up to the letter of the law.

Mr. PERKINS. There will be a penalty—

General Chairman CONNELLEY. If they do not live up to the law, so far as the state is concerned, they will be prosecuted. Understand, the state does not falter; it goes immediately after the job. There are certain cases in which there would be a real hardship, because you know as well as I know that there are boilers that are better at seventeen years than other boilers at ten years. It all depends upon the way they have been handled, and the way they have been fired. That is a case where the inspectors will have to use their judgment to tell whether that boiler will stand or not, but let me get this straight. In all fairness to everybody concerned, if the boiler is twenty years old and inspected and not found what it should be, the firm having that boiler will be prosecuted, if no attempt is made to replace the boiler.

Mr. PERKINS. If the boiler is found in as good condition at thirty years as it was at twenty-seven, then that rule is effective.

General Chairman CONNELLEY. The rule becomes effective when the boiler is found not to be what it should be. Under certain

conditions the case comes up before the industrial board, and it becomes effective because it is a law of the industrial board, unless certain stipulations are being met.

Mr. PERKINS. How soon after the assured receives notice—

General Chairman CONNELLEY. I do not know.

Mr. PERKINS. Should action be taken against them?

General Chairman CONNELLEY. I cannot say the exact time, but as soon as we can get our inspectors out. And we are doing the very best we can by the code. If we find that the boiler can be used a little while longer they are permitted to use it. We do not think it is fair for any man in a state position or any men in a similar position, to force out these boilers, if the boilers would last a little while longer and the boiler is all right. We do not think that the inspector has any right to say to these men, "You must change that," but it must come back to the industrial board and the board must have a record of it so that it will know just what it is doing.

Mr. PERKINS. That is the understanding that I wanted to get at.

General Chairman CONNELLEY. I am so glad you brought it up. We have a case now, the Welfare Men. (You will pardon this digression just a minute, while I show you just what this board is up against.) There are men in different organizations in this state, and in other states, and they can only see the law just as it reads. I contend, gentlemen, and I am not a jurist—I contend for the good of humanity that a law interpreted for the good of humanity is a better law for all. There are some people who are going to force children out of the theatrical business because the law says the age must be 18. Why, it is preposterous. If you will consider what these wonderful children, musicians and geniuses, are doing and are the talk of the whole world, if you please, it is preposterous to have those children stop playing in the state of Pennsylvania because the law says they cannot perform after a certain time because they are under 18 years of age. It is absolutely silly; it is not fair. It is heartbreaking. There has never been a law, my good friends, that has been written upon the statute books of Pennsylvania that is worthy of the name if it does not bend a little bit to help the other fellow, because that is what law means.

(Applause.)

Mr. PERKINS. You know we occupy a very peculiar position.

General Chairman CONNELLEY. Not half as peculiar as the commissioner.

Mr. PERKINS. As far as the insurance companies are concerned, we render our reports to our company and our company renders them back to the assured. If he does not do certain things he does not get the insurance, and then we are out of it. Now then, who comes in and takes our place, that is what I would like to know?

General Chairman CONNELLEY. Nobody takes your place, but this is who is going to take your place. The sheriff—the sheriff will take your place before they get through with it, because the law is the law.

Mr. PERKINS. Then it is a law in this state.

General Chairman CONNELLEY. Yes, it is a law. Do not misunderstand. Why, it would be the height of foolishness to have the

industrial board of Pennsylvania, when a well-qualified boiler inspector, mind you, a well-qualified boiler inspector, who knows his work as well as the engineer who designed the boiler, would by a physical test, a real physical test, say that boiler will stand for a year or two. But time tells everything—that boiler is not as good as it was a year before, and we know it, and you know it. The way we have to do that, if the man inspecting the boiler for, say, “lower efficiency” of the boiler, (I forget the term), but this is what is meant, that every man sees every boiler under certain conditions. Let me go back a little bit, and I hope you folks will pardon this just a minute—I think it is vital—every motor, every machine, is designed for fifty per cent overload for about 20 minutes. I am speaking of motors now, being used in factories. They are in there to furnish a certain number of kilo watts, but they are designed so that it will be possible for them to carry overloads before they blow up. Now, a boiler is designed the same way. If a boiler can carry a hundred pounds, it can carry with perfect safety for a certain time of its life 120 pounds, but due to the construction of the boiler, the material of which it is made, it deteriorates as time goes on. A boiler inspector would know that, he would possibly know that if he was a good boiler inspector. Now, you can look at a boiler and say “That looks fine,” but when you get in a boiler and get around a boiler—

Mr. PERKINS. There is only a little part of the boiler that you can tell anything about.

General Chairman CONNELLEY. That is true. When I was a boy we got our water from the Monongahela river. We found we could not use it; so a shaft was sunk (I cited this to my friends in Philadelphia last week), and it was not until we got this really good, clear water and put it into the boilers that we knew how badly the boiler was corroded. We could not cut it off with a chisel. The alkali was in that so bad that the chemicals would not take any effect on it. Now, you could not have told that; nobody could have told that at all, without examining the boiler on the inside. But I think the chairman has been doing most of the talking, and I want you to get in this yourselves.

Mr. W. J. RENTON. You asked one question there. I thought you went away from that original subject. We were talking on the age of boilers. I do not know that we came to discuss that particular subject, but you asked a question there about the boiler manufacturers, if they are building better boilers now than they did in the past. Those thirty year boilers must be pretty good boilers, standing today the test of this state, but it is distinctly understood that boilers must be built as per the A. S. M. E. code so I think that in itself will answer your question.

General Chairman CONNELLEY: If there is no further discussion I will read this for your approval and have you decide just what you want on this. It took a little time to organize this meeting and it is now about ten minutes of four. I think we ought to have this organization, as I think it is something that the State needs. I want to say this in passing. I am not sure that you men look upon the Department—the State Department—as you should look upon it.

We need you; we need you very much, and we need you because you are a part of the State, and I care not whether you come from any other State; it matters little to us. But this is what I would like to do today in this organization, if this organization is called into being: I want to say that you have certain rights, that is, you can come to us with constructive criticism, not destructive criticism, but constructive criticism. Now, I will read you the draft as I have drawn it up.

PLAN OF ORGANIZATION FOR ASSOCIATION OF APPROVED BOILER INSPECTORS OF PENNSYLVANIA

NAME—This organization shall be known as the Association of Approved Boiler Inspectors of Pennsylvania.

OBJECT—The object of this organization shall be to effect a closer working cooperation between the approved boiler inspectors of Pennsylvania and the Dept. of Labor and Industry for the better enforcement of the Boiler Code of Penna.

MEMBERSHIP—All Persons who have qualified as boiler inspectors under the Pennsylvania Boiler Code, who hold a certificate of Competency and who are thus entitled to carry a commission or working card, renewed annually, shall be eligible for membership.

MEETINGS—The Association shall hold at least one meeting a year as a part of the annual conference or convention held by the Department of Labor and Industry.

OFFICERS AND DUTIES—The officers shall consist of a chairman, vice-chairman and secretary-treasurer, elected by ballot at the annual meeting. The said officers shall constitute the Executive Committee of the organization. It shall be the duties of these officers, besides the usual duties incumbent upon them to cooperate with the Department of Labor and Industry in planning for the annual meeting; in the appointment of committees for all purposes, and in carrying on the general work of the organization during the interim between meetings.

BOILER BOARD OF EXAMINERS—The Boiler Board of Examiners appointed by the Commissioner of Labor and Industry shall be the clearing house for the Association (1) in matters pertaining to the examining of applicants for the position of boiler inspectors; (2) in interpreting the Boiler Code of the Commonwealth and (3) advising the Association in all matters requiring technical and expert knowledge.

We have said nothing in here as to the cost of organization. I take it that the State will be able to aid much and to help this organization. It might meet twice a year, or perhaps once a year, but those

are matters for the Association itself to decide. The matter is now open before you and I wish you would elect a temporary chairman. Do I hear any nominations for that.

A. MEMBER. That excludes all but Pennsylvania Inspectors, or can we go outside of the State.

General Chairman CONNELLEY: This is an organization for the State of Pennsylvania, and the permanent Chairman should be from Pennsylvania.

The name of Mr. William P. Eales was placed in nomination.

Mr. EALES. I think it should be somebody in Harrisburg. I do not want to shirk any work; but I think it should be someone here.

A MEMBER. I thought this was just for a temporary chairman, for the purpose of organization.

The name of Mr. J. F. Scott was placed in nomination.

Mr. JOSEPH F. SCOTT. Mr. Chairman, I appreciate the honor that the member speaking extended to me, but I do not belong to Pennsylvania, I belong to New Jersey. If I can assist in any way possible I will be glad to do it. I will be glad to assist in any way I can, but I do think a member from Pennsylvania should be president.

General Chairman CONNELLEY: That is very kind, and we thank you. The gentleman wishes his name withdrawn.

The name of Mr. Hartman was placed in nomination.

Mr. HARTMAN: I wish to withdraw my name. I am not an inspector.

On motion duly made and seconded the nominations were closed.

On motion duly made and seconded, Mr. Eales was elected temporary chairman of the meeting.

Mr. William P. Eales in the Chair.

Mr. EALES: I am not very familiar with parliamentary rules, and perhaps the best thing for me to do is to ask for nominations for a permanent chairman. That is the first thing, is it not? It seems to me that the Chairman of this meeting should be connected with the Department of Labor and Industry, so that they can work and co-operate with the National Board and with the boiler inspectors. I suppose that it is out of order for the Chairman to nominate anybody, and I do not know just who is at liberty here in the Department to attend the conference of the National Board. Mr. Neil would be the logical man, but he is not here today. I hardly know what to say with respect to Mr. Neil, but he would be the logical man as Chairman of the Board—Chairman of this organization I mean. I would like to hear some remarks from somebody else on it.

A MEMBER. May I make a suggestion. Why not go ahead and form your organization, and then you can elect a chairman.

General Chairman CONNELLEY: Have a motion to adopt this constitution and then proceed when the thing is formulated.

On motion duly made and seconded, the plan as outlined by the Commissioner was adopted.

General Chairman CONNELLEY: Now that the plan has been adopted it is up to the inspectors of the State of Pennsylvania to elect their officers and I presume the first nomination would be for Chairman.

The name of Mr. James Neil was put in nomination.

On motion duly made and seconded the nominations were closed.

Mr. James Neil was declared unanimously elected.

The CHAIRMAN. The next nomination is for vice Chairman.

The name of W. J. Boyer was placed in nomination.

On motion duly made and seconded the nominations were closed.

Mr. W. J. Boyer was declared unanimously elected vice chairman.

The CHAIRMAN. We will now hear nominations for Secretary and Treasurer.

The name of A. J. Bell was placed in nomination.

The name of Mr. James Barry was placed in nomination.

MR. BARRY. I decline the nomination.

On motion duly made and seconded the nominations for Secretary Treasurer were closed.

Mr. A. J. Bell was declared unanimously elected.

General Chairman CONNELLEY: What is your address Mr. Bell?

Mr. BELL: Reading, Pennsylvania.

Vice Chairman BOYER in the Chair.

Chairman BOYER. I did not come here to take an office. I do not know anything about meetings of this kind. It is the first time I have been at one. I do not have much to say at the present time, but I think we will get better acquainted in the future.

General Chairman CONNELLEY: We will send out a referendum vote on the constitution and matters pertaining thereto and also whether you will meet once a year or twice a year but the Department—let me put a little emphasis on that,—the Department believes that the Boiler Inspectors of this State, with the amount of money invested, Allegheny County has more boilers in it than three or four of the States have; the same applies to Philadelphia County, should be well informed and be more closely associated.

There is no State that needs your help as Pennsylvania does now. I hope that much good will come out of this organization, and of course a lot of good will come out of it. The Vice Chairman and the Secretary-Treasurer have now been elected and we have an organization. We hope that you will get down to business and complete the organization.

Adjourned at 4:15 o'clock, P.M.



OPENING SESSION.

Monday Evening, October 24, 1921.

Hall of the House of Representatives, State Capitol.

Commissioner C. B. Connelley, Presiding.

INVOCATION: The Reverend George Edward Hawes, D. D.,

Market Square Presbyterian Church.

ADDRESS: The Present Industrial Situation, Dr. Arthur A.

Hammerschlag, President, Carnegie Institute of Technology.

ADDRESS: The Foreign Outlook. Dr. Frederick Willson,
Reading, Pa.

PRELIMINARY REMARKS.

General Chairman Clifford B. Connelley.

I received a letter not long ago from a gentleman whom I greatly admired and he said:-

"May I make a suggestion? The situation in the labor world is most critical. Perhaps America has never faced a more serious condition than the one she faces today. I note the absence of any prayer in your program. I wonder if it wouldn't be well for your assembly to pause a few minutes--say Monday evening, and ask the presence of Jesus Christ, the World's Redeemer, to be one with you?"

I was greatly pleased to get this suggestion because our final program was on the desk at the time, showing my very dear friend the Reverend Dr. George E. Hawes of Harrisburg had been asked to give the invocation to-night.

INVOCATION.

Rev. George E. Hawes.

Almighty God, our Father, we come to Thee to-night as serious-minded men and women, who realize the character of the age in which we live and the problems which press upon us from every side, and which we are unable to solve to their final and last word; and therefore, as serious-minded men and women, have come into this convention to talk about these matters. We would pause long enough at the beginning of this session to look into the face of our Father, and to remind Him that he has said, "If any of you lack wisdom, let him ask of God, that giveth to all men liberally, and upbraideth not." We beseech Thee that the spirit of the Christ may be in this gathering, and may these men and women remember that the Christ was one who labored when upon earth, labored with His hands, labored with His mind, labored with His soul, that men might be led to a higher plane of living, and that He might be able to fashion them anew in the likeness of God Himself. And so we pray Thee that we may have reverence for Him and that He may take charge of this gathering; that He might preside in these deliberations and discussions of questions that have to do with labor and capital; remembering that He was the great capitalist, who was rich beyond the dreams of avarice, that He might become poor, and He was a man who labored; and may He sit at the counsel-table and bring one hand to bear on the capitalist and the other upon the laboring-man, and that these hands may be brought together in union and benefaction. We pray Thee that Thy blessing may be upon the one who has charge of this gathering. We thank Thee for his spirit of liberality and his activities and successes; and we pray that these things may be marked. We pray for the commonwealth, this commonwealth, and ask that his excellency be given wisdom to lead us in the ways of truth and justice. We pray for him who took office to-day in the national senate, and we ask Thee that as the days and years go by he may be given added wisdom and made a man worthy to represent this great commonwealth. Bless, we pray Thee, the president of these United States, and all associated with him in authority. Bless those who are trying to solve the great problems of labor and capital. Take our lives into Thy care and keeping, and we ask Thee to take charge of us to-night, and every night. May the speakers recall with readiness the things they have prepared, and may those who hear have acute ears and receptive memories; and help each to do the best. All these things we ask in the name of Jesus Christ, our Redeemer. Amen.

PURPOSE OF THE INDUSTRIAL RELATIONS CONFERENCE.

Dr. Clifford B. Connelley.

This conference on Industrial Relations was conceived as a means to learn at first hand the various movements in industry which have for their ultimate purpose the betterment of industry. The term "Industrial Relations" is peculiar to our own day and the discussions, therefore, will not be along the old threadbare academic lines but rather will partake of the freshness and virility of present day issues. We are fortunate in having some of the very men and women on the program who are directly responsible for the modern trend in our thinking on problems of labor and industry.

In planning the program we set out to be "no respecter of persons". We aimed at getting such speakers whom we had reason to know had a message, even though we might face popular or political excommunication for not adhering to the strictest orthodoxy in our industrial creed. We hold that this is an open forum on the greatest problem that faces the world today. No person, group of persons, or organization has a corner on the market of industrial relations. No speaker, however expert his knowledge, wide his experience, conclusive his arguments, or convincing his oratory, can hope to sway the whole of this audience to his way of thinking. We do not expect to solve any of the convincing problems that affect our industrial life. Our one desire is to be of service in affording this opportunity to hear discussed the great industrial issues of the day, from various view points, and thus add to the contribution of honest effort that some day will triumph in at least a better understanding among the partners in industry:- the employer, the employe, the public, and the State or government.

In inviting attendance at this conference, we threw our old mailing lists aside for the time. Of course we saw to it that such persons who gave of their time and service in connection with the Welfare and Efficiency Conferences and Safety Congresses of the past, were among the first to be notified of this gathering. In Governor Sproul's announcement letter to manufacturers, workmen, chambers of commerce, boards of trade, labor organizations, the press, civic bodies, engineering societies, safety engineers, and the like, he set forth our objective in the following language: "The necessity for a conference to clarify our thinking on such timely subjects as Industrial Cooperation, Industrial Waste, Industrial Education, Women and Children in Industry, Medical Supervision in Industry, and Industrial publicity, must be apparent to you".

Special invitations were sent to industrial physicians and surgeons. Two and fifty industrial editors of plant magazines were given to understand that "The Conference offers a wealth of things that every editor ought to know." Women and Women's organizations were written and told frankly that "The Department of Labor and Industry is striving for closer contact with you in order to secure your thought on matters pertaining to the employment of

women and children", suggesting for this purpose the organization of a permanent council of women to cooperate with the Department in the enforcement of the Woman's Labor Law and the Child Labor Act. Telegrams and night letters were sent to the fifty-two colleges and universities in Pennsylvania and to a like number of educational institutions in other states, calling attention to the conference and suggesting that representatives be sent especially from the departments of economics, that they might carry back to their classes subject matter not to be found in text books. The local teachers were reminded that the conference affords a rare educational opportunity. The clergy were assured of our conviction that the church has a very definite place in any movement toward bettering industrial relations and that the program will make its special appeal to them. High officials of the Federal government and a number of the officials of the State Departments of Labor are here upon our invitation.

The varied personnel of the Conference not only shows the wide range of interest in the subject of industrial relations, but points to the necessity of getting together in this manner to crystallize the efforts into a unified program of action. Until this time all that has been done in the name of industrial relations has been for the most part by such agencies as industrial, commercial, engineering, governmental, civic, educational and religious bodies, working independent of one another. Each body, moreover, specializes on a single phase of the many sided problem, and it is our hope to co-ordinate, in a sense, the subject matter of industrial relations. To secure this end, we have divided the field into nine leading discussional topics as follows: (1) Industrial Cooperation, the four factors of industry; (2) The Foreign Outlook; (3) Women and Children in Industry; (4) Stabilizing Industry and Employment, echoing the excellent work done in the recent Federal Unemployment Conference; (5) Industrial Waste, considered from the standpoint of unemployment, industrial disputes, accidents and sickness, hiring and firing, and fire hazards; (6) Industrial Education, viewed from the various types of schools engaged in this branch; (7) Industrial Publicity, considered from the view points of the daily newspaper, the industrial plant magazine, the technical journal, and the trade journal; (8) Medical supervision in industry, calling attention to industrial medical clinics, the work of the doctor and educator in promoting industrial efficiency, the maintenance of community health and the rehabilitation of the industrial cripple, and (9) Workmen's Compensation, showing the progress made, the legislation still needed and some of the legal technicalities that hamper the work. As a general introduction to this program, we think it fitting to open the Conference with a survey of the present industrial situation both at home and abroad.

The industrial condition of the country today is such that in arranging a program of any note whatever, it is very hard, indeed, to be absolutely sure that you can get the people who will allow their names to be used on the program. We frequently are encountered with illness, and in arranging programs it is like life, we are never

safe from day to day. I felt very great regret when I received a telegram today from the Secretary of Labor at Washington, stating that it was impossible for him to be here because he was suffering from ptomaine poisoning. He said, however, that at least he could have a substitute here; and when I read further down the telegram, it stated that the substitute was ill. It reminded me of the story, when I went from the serious to the funny side, as you sometimes can, of the chap who had gone to see Mary. He wanted to call on Mary. It was a very cold night. He did not want people to know he was calling on Mary, and so he rapped on the door and said, "Is Dan in?" The father said, "No, Dan is out." "Well," said the young man, "Is Mary in?" "No," said the father, "Mary is out." "Well," he said, "I am awful cold, can I come in and get warm by the fire?" "No," said the father, "the fire is out." So you see the condition here with the two men, the first, the principal speaker of the evening, and second, his substitute, both out. We are disappointed greatly in not having Mr. Davis with us. He has sent a telegram stating that he is extremely sorry, and will to make amends in the near future.

The Governor is not in from Washington yet, but I am hoping that he will come. But the Governor of Pennsylvania, ladies and gentlemen, I am glad for the moment is not here, because there are things I would like to say publicly of this man that I couldn't say if he were on the platform. The Governor of Pennsylvania has almost reconstructed the workings of the departments of Pennsylvania. The Governor had the courage to give to Pennsylvania something it has needed badly, and that was the forestry. You know now that the barometer of the whole lumber trade is down south of the Mason and Dixon line, and we are suffering more and more each year from the lack of lumber. The Governor had the courage to say, "I will give a portion of this money we have here for the uplifting and building of the forestry;" something absolutely needed. He was very much criticized at the time, but he did it; you know him and I know him as fearless when he believes he is right. He went one step farther. He realized the condition of education in this country, and that Pennsylvania, with its wonderful resources and manufactures, is not upon the list—not as low as some people believe—but not as high as he would like to have it. What did he do? He said he would try to make this the greatest, because he believed the salvation of the country was in the educators of the youth. There was a great deal of criticism, but, after much thought, he believed he was right, and he simply went ahead and did that; and we will have, ladies and gentlemen, perhaps after he is dead, in Pennsylvania a system of education that will be really worth while.

Another thing he has done fearlessly, and that is, when he was first inaugurated he set aside a certain amount of money, and said he would take this to build the roads. He has built the roads, or is building many of them, and released almost a hundred million dollars to do that in this state of Pennsylvania.

He is one of the few men in public life today who is offering a business administration. The public is noticing this, and in the Department of Labor and Industry, where we set out about a little over a year ago, to relieve unemployment, the result is that we have ten employment offices in the State, and we have a clearing house in Har-

risburg, and we can tell through this clearing house on the first and 15th day of the month, the condition, to a very small percentage, of the unemployed of the State. Our system is a little different from that of most states. When explaining this to Governor Sproul he said, "That's exactly the way the business people of the country would make their estimates;" and I said in the meeting today, and he has said many times to me, "It is not the money you make in running a plant, it is what it costs to run that plant;". We have that kind of an administration because we have a business man, a fearless man, a man for whom no office in the gift of the people in this great United States is too big.

So, I am glad to say, my dear friends, that Governor Sproul is not here tonight; for I couldn't have said this to you if he had been here. But, if he doesn't come it is due to the fact that he will not reach Harrisburg until late, and has to leave tonight to do some official work in Erie, Pennsylvania. He is going all over the State; he is doing much, and for the life of me I can't see how he stands it.

Now when I asked Mr. Davis to come here, he was very willing indeed. He said, "I want to come, but my work here is of such character that it is almost impossible for me to give you a definite answer." I said, "I never get really definite answer until two or three days before the meeting." Mr. Davis, I had no doubt, was going to come, but two or three days before the meeting he called me, and he said, yes, unless it was something that would keep him in Washington on the Armament Conference, he would come; but sickness set in, and we are without him.

I have a very dear friend, ladies and gentlemen, a man who believes in me, and who believes in the work we are doing here in the State, and last year I asked him to help us, which he did. He is on the program for tomorrow, and I wired him if he wouldn't come tonight. His train was very late and I was fearful he would not come; but he is here. I left him only just a few minutes ago, and he is here now. I asked him, after reading the telegram from Mr. Davis, if he would take Davis's place, or speak for a few minutes on the present industrial situation. I know no man in this country who is better qualified to speak on this subject than the president of the Carnegie Institute of Technology, Doctor Arthur A. Hammerchlag, of Pittsburgh.

THE PRESENT INDUSTRIAL SITUATION.

By Dr. Arthur A. Hammerschlag.

Mr. Commissioner, Ladies and gentlemen: This is a marvelous America of ours. We seem to feel we are not only created equal and given uniform opportunities, but we are made equal with the great by a phrase, or by a word of the moment. That is my position tonight. A cabinet minister of the Government lays off the toga, that a poor school teacher may wear it. I feel very much like a colored man of the south that Governor Dorsey told me about. He said he had a colored servant whom he noticed was constantly talking with a colored soldier returned from the war, and this was the burden of the conversation: The returned soldier was telling the colored servant how glad he was that he went to Europe, because when he went over there, in his life in the army, he found that a colored man is as good as a white man. And the governor's colored servant said, "Huh, what you givin' me?" "O, yes," said the colored man, "just as good as a white man." And he says, "I'se goin' to get me a nice white suit of clothes and white shoes and white socks and white straw-hat and a white necktie, and I'se goin' to get a cane." Here he was interrupted. "You stop right here; I'se goin' to get a black suit of clothes and a black pair of shoes and a black necktie and a black silk hat, and I'se goin' to wear a piece of crape, because I'se goin' to your funeral."

I do not know whether I can fill the place of Mr. Davis on the program, but I am gratified at the opportunity to talk to you representatives of all classes of business and industry from this platform as a teacher, who has been thinking about the industrial situation; and, true to my profession my thoughts turn to what caused the present industrial situation, how long it is to continue, and its cure.

The acute present industrial situation was caused by the artificial stimulus brought about by an unexampled demand and war-stricken Europe, during the time of the great conflict, had to turn to us where no battles were occurring and no troops actually in action to secure that which was required for war.

They poured order after order into this nation, and the measure of the production and the demand which they created was purely artificial, because a stimulus quite unlike anything which had preceded it for many years. This output flowed into Europe in that ratio in which the small neck of the bottle permitted it, and that was the **ocean carrier service**.

The mills and factories and farms were pressed to their utmost to increase production, and we rose nobly to the task by producing the greatest food-crop this country has ever known. In the face of that need, we produced our biggest cotton-crop, our largest tonnage of coal, a record breaking tonnage of steel, while textiles and fabrics were demanded in such quantities, that to meet the test we greatly expanded our productive capacity. we built factory after factory. converted building after building into manufacturing establishments, and collected prices, which would absolutely assure such vast profits that we became a nation gorged with money. The natural result, whether with the individual or nation, of over-feeding and over-stimulation makes for carelessness, makes for laziness, makes for waste.

When the war came to an end, it took some time for retrenchment to take place abroad. There was still a demand for what we produced. This demand was exotic, unusual and over-expanded, and everything became inflated. The two extremes, the working people as well as the rich, profited most. The middle class got a little, but only a little bit of this expansion; and the nation went on with a kind of hysterical abandonment of all the rules of economy, of all the rules of thrift, absolutely rejected caution, absolutely disregarded competition as it was beginning to develop in our former customers in other lands, and went on in this reckless orgy of production, expansion and inflation.

Those who did not manufacture and market, bought stocks and securities, and they bought them at fifty, and they saw the market price rise to one hundred, and they increased their holdings and saw the price go to one hundred and fifty, and again increased their holdings; and finally to the place where they thought they were tremendously rich, and began to spend lavishly and recklessly. They competed with the miner and laborer, who were buying automobiles and spending more in one month on his luxuries than he used to spend on a year's sustenance. They began to spend the profits they had not taken, and spent the difference between what they had paid and the market quotation.

But when securities began to drop and drop, they couldn't meet their obligations, making it necessary to throw their securities overboard to get out of their speculation with losses and debts.

Manufacturers who had over-bought during the war and accumulated, as they thought, a tremendous clientele, absolutely neglected to consider the fact that their market was purely artificial, and carried on like the stock speculators. They expanded and expanded, indulged themselves and their families and went on trips, until all the hotels in Palm Beach, Miami and Atlantic City were crowded. We were spending so much money that it was utterly impossible to get a place in a hotel in New York City, even in the old commercial houses; and that went on, and on until the peak of extravagance was reached and that is undoubtedly the primary cause of our present industrial situation.

Now, how long is it going to last? At least as long as the time it takes to get our feet on the ground; and begin to think in terms of better management, to talk in terms of more economic operation, and from the standpoint that all fictitious values must be deflated and liquidated. It is preposterous for anyone to expect that the duration of this industrial condition is suddenly going to change, when there still remain many values which are inflated. Now what are those factors? We have been deflating common labor; we have been deflating raw materials, the things which are the most precious natural resources, the basic metals and fuels; we have been deflating the incomes of our rich holders of securities by cutting out dividends and scaling down par values to no par values; but we have not appreciably reduced either the profits which capital expects to get for the use of money, nor have we greatly deflated the cost of organized labor. They both must be liquidated in reason. There is the danger-point, when we try to cut prices of raw products below their intrinsic and real values, not only in America, but in the world. There is

danger when we cut down the earning power of the laboring group below the point at which they can exist at the standard that we exact in this country. But we are suffering from a kind of very curious and opposite inflations, which have not been sufficiently liquidated. Frozen credits, in other words, values placed upon buildings, plants and commodities based upon the cost and inventories and shown as assets. And we are suffering from class legislation which enables group or organized pressure, potential and political, to get not what the supply and demand entitles it to, but protected higher value. There must be a leveling down that is horizontal before we can hope for a real cure.

The public of this country have been deceived by financial statements which show assets which are fictitious in so far that they are potential assets only, or assets or accumulations during a war period which cannot bring dividends after a war. The printing presses have been running overtime for a number of years issuing stock certificates on buildings, lands and inventories which can never be converted into cash, while the banking interests seem to expect the public to acquire these certificates and bonds and are promising returns.

Capital ought to have a return on its risk that is competitive. If it is idle, it is useless. Many industries have tied up vast sums of money which they might just as well charge to profit and loss account. What we need is to get down to bedrock.

Semi-skilled and skilled labor, which is organized, and is deliberately refusing to accept a lower rate of pay for what it can do competitively with other men not organized, must recognize that the time is coming, whether we have an Adamson or a Clayton Bill, that the industrial situation demands a reduction or accept the responsibility of keeping a great many people out of work.

Now, it does not make any difference how much we are to argue for or against the various human elements, they are so varied and so interdependent, that whatever hurts one hurts the other, and this Nation cannot deal with this as an exceptional question for or against organized labor, we must eliminate class legislation which protects special interests and all kinds of labor, semi-skilled, skilled, clerical, special, technical and fiduciary and financial. There are all kinds of labor; and if they don't get down to bed rock and recognize the principle that they must give more than they have been giving during the war period for less, the industrial conditions of this country are going to continue to be stalled, and any attempt to correct them is purely artificial.

I have read a good deal about the desirability of governmental public work in order to relieve the unemployment situation. Now let us be logical. If the Nation could appropriate a billion dollars tomorrow for the purpose of building additional roads, monuments, bridges and river improvements, and bids were called for the work, it would only temporarily provide employment and retard a real sound betterment of industrial conditions. Everybody that supplied materials for public work would find an opportunity to stiffen prices and to estimate on the present basis of money and labor, and higher prices would obtain, and real improvement would thereby be deferred.

To improve the industrial situation everyone must be satisfied with a square and fair share, living wage, a reasonable, not an extraordinary profit, on real valuations. Now, at the base, and almost at the bottom of all industrial development, there are three important factors to be considered. The most important is the human element, and there must be confidence and justice and equity between human beings in a nation which wishes to go ahead industrially. The next thing that is needed is an acceptance of the principle that with labor you need fuel and energy. The basic materials cannot be worked calling on nature's forces. Last of all, it is necessary to have means of transportation and distribution. That is the third factor, and this third factor should be as free as the king's highway. It won't do to build highways for automobiles and starve steel rails on which most of the nation depends. We need railroads as much as we need arteries in the human body. They must be elastic to our needs, they must not be overloaded; they must be responsive to the nation's needs; and you can't be critical of the cost of transportation; it is wise to be liberal, if you want to be critical; and we have not been liberal. Now, that is a very difficult question to discuss. We need our trunk line carrying charges reasonable. We cannot make the distribution of goods, raw and manufactured, so great that it is prohibitive. The grower of fruits in California cannot deliver the fruits on the other side of this continent today and make a dollar in competition with the fruits of Spain and of Italy and of the Mediterranean, and these countries are competing in this market. There is no surer way to slow up industry than to make the cost of transportation prohibitive. We think it is quite right that we should have perfect and fine roads, free to the people without tolls, free bridges, and we are willing to maintain them out of the public taxes; but the cry that went up from the American people at the fact that we had to reimburse the railroads for a part of the losses they sustained during the war has been heard from one end of the continent to the other.

It seems quite evident that you can have no industrial revival without adequate means of transportation. It is equally true that you cannot afford to scrape your farms of their soil and dump it into Europe or rivers at prices which do not return to the farmer anything for the fertility of his land. It is equally true that you have no right to rob this nation of its supplies of ores and minerals and fuel, oil and coal, and scatter it broadcast, if it does not bring a return to the nation equivalent to its cost of production and its intrinsic value in the markets of the world. It is as good as gold, and its exchange value ought to be measured in gold. And it is equally true that you cannot take human beings and harness them to labor, and expect them to work unless you give them subsistence or equivalent pay, combined with an opportunity to get higher pay because they work harder or better than their fellow men. They must have that inspiration. We need those three fundamentals clearly stated.

Now, what is the cure? The cure is psychological, and it rests with you and me. This nation is oppressed with fear; it has lost its courage; it sees shadows and black clouds; it does not see the

dawning of the new day. Oppressed with the feeling of what is coming upon us today, nine-tenths of the business men I have talked to dread the invasion of products from other countries, competition that is going to come from overseas. Retailers have shelves for much that they ought to have in stock; wholesalers refuse to produce anything in quantity ready for the retailers' quick demand; wherever you go there is fearful apprehension; and you cannot bring about even a beginning of a revival of new business unless you have faith in your own land, faith in the outlook, faith in perfecting your process of manufacture; introduce economies, eliminate bad management, cut out loafers and the lazy, and introduce good, sound, thorough methods; whatever you do, do better and cheaper than your competitor, you can't fail any more today than you could have failed ten years ago, before the war. You are absolutely sure of an ultimate market if you will use this opportunity and this time to get ready for the time when we shall have a horizontal liquidation such as I have tried to describe.

Now, the curse of unemployment today rests upon the men who have the power in their hands, but are afraid to use it. Mr Harding is going to face a great test in this strike threat of the railroads. If it is compromised and we don't have a strike, one of two things will have happened; either this administration will have endorsed the program which permits class legislation under threat, as the previous administration did, or the organized forces which are threatening to strike are going to have a change of heart, and are going to begin to recognize the reasonableness of a fair and square liquidation which is not based on any generalities which cover impossible and irreconcilable conditions in various parts of the country, but are going to accept a reasonable amount of self-determination by every organized industrial enterprise, and I say, therefore, that President Harding has a great part to interpret this government as a government for all the people, and without respect to any class. It is a great responsibility. The forces which ask him to make a strike impossible by governmental interference are very strong, indeed; the other forces, which say to him, "We demand thus and so," are very strong; but there is a bigger and stronger force than either one of these two, and that is the great mass of the American people, who are neither investors nor owners nor workers of the railroads; and that great ninety-odd millions of people who are not affiliated in any way with the railroad interests look to this administration to reverse the position of its predecessors and stand full four-square, and say that these are questions which do not permit of special privilege. I know that when I speak this way I antagonize the views of many people, but I feel certain that we can look for a correction in our industrial conditions if we face these problems with facts, and open them to all people.

We can reestablish confidence when our government has definitely and for all time stated that it will not permit itself through force to do other than what it thinks is right for the whole nation, and that it will accept all the trials and tribulations which expediency drove our representatives to take as the means to eliminate a temporary cessation of transportation.

Now, gentlemen, I have taken a great deal more time than I anticipated, but I want in conclusion to say to you in this indus-

trial relations situation and in this conference that if you can as one people submerge all your private interests, be forgetful of what happened yesterday, and keep your minds and thoughts and eyes on tomorrow, and preach the doctrine of team play and cooperation, and push back those clouds of fear, and courageously attack the uneconomic phases of your business and produce at less cost and with less material the articles of commerce, you will see quick revival of industry. That, instead of your being gathered together to discuss questions of unemployment, you will rather be, as you have been for some years before this, in the position of wanting to know where you are going to get the men with which to meet the demand.

(Applause).

REMARKS OF THE CHAIRMAN.

I am really sorry, indeed, that it is impossible, or it has not been the custom, to have this an open forum for the discussion of the problems which Dr. Hammerschlag has laid before you. I am very sure that some of us differ with him, though I am sure that some agree with him; and I believe a general discussion would be profitable.

Early in the spring Dr. Frederick Willson of Reading, Pennsylvania, wrote the Department that he was planning to go to Europe to investigate conditions there from a business standpoint. He asked if he might not be permitted to tell the story of Pennsylvania as to her industries, particularly as to the enforcement of her labor laws from the standpoint of accident prevention. Due to the help given the Department by Dr. Willson, particularly in the drafting of a head and eye protective code, the State Industrial Board was pleased to supply the necessary data and furnish a letter of introduction. Interesting correspondence followed as a result of Mr. Willson's work abroad, and it is a pleasure, therefore, to present Dr. Willson at this time, to make his full report on the Industrial Situation in Europe, for the benefit of the Conference.

THE FOREIGN OUTLOOK.

Dr. Frederick Willson.

There was a day when the American business man thought the best way to manage his affairs was to stick closely to his desk at all times and to write a complaining letter to his Congressman once in a while when things did not seem to be going well. However, changed conditions induce new activities and so of late we are finding it advantageous to leave our desks occasionally and visit other countries.

The reason for this change of attitude is not far to seek. During the late war, all industries in the United States were stimulated to larger production thru increase in their physical equipment and now that the war is over, many factories find they must develop an export outlet for 25% to 35% of their production if plants are to be operated on a profitable basis. It becomes highly important for us to ascertain, therefore, whether it is possible now, or in the near future to find an export market for our products, while along with this question and overshadowing it is the doubt as to the ability of American manufacturers to continue even to hold their domestic market against foreign invasion.

With idle factories and millions of workmen deprived of the means of livelihood, these questions are of vital importance. So involved are the fundamental conditions underlying business in these days that it becomes the imperative duty of the live executive to get under the surface of things and to do a little thinking for himself. Following the line of least resistance, the general tendency is to concern ourselves with effects rather than with causes, but the present industrial crisis has so shaken our equanimity that we are awakening to the necessity of looking about a bit.

The field of export inquiry is of course very wide but we naturally turn first to the countries of Western Europe, since this area has been the seat of the most gigantic struggle the world has ever seen, a struggle bringing in its wake sinister effects, social and industrial, that have spread to the uttermost parts of the earth. Conditions in South America, in the Orient, and elsewhere, but reflect the disordered state of Western Europe and we can expect no improvement in these remote countries until a certain degree of equilibrium has been restored in the affairs of the greater powers. Our industries find most competition from the Western European countries, as well as the greatest market for our products, so the community of interest between Europe and America is very strong indeed.

It is difficult within the space of a brief paper to summarize accurately, conditions abroad. In very general terms, the impression one gets in every country of Western Europe, including Great Britain, is one of social unrest, with general complaint of unemployment, high cost of living and great discomfort thru lack of housing facilities. These troubles seem to be general but otherwise, conditions differ greatly in various countries.

The group of nations that were neutral during the war, including Norway, Sweden, Denmark, Holland and Spain, are undoubtedly in better shape in many particulars than the belligerent countries, but they too have their troubles at the present time because of greatly in-

creased commodity prices, a tremendous advance in labor cost, and all the other evils which accompany development of trade and industry under the forced and unnatural conditions induced by the war. Seafaring countries like Denmark and Holland were particularly affected this year by the decrease in shipping. While in Copenhagen I saw literally hundreds of large ocean-going steamers lying at anchor, the condition at that time being more than usually acute owing to the protracted coal strike in Great Britain. For this reason largely, the unemployment figures in Denmark last Spring were 23.2%, while in Holland the total number of workers out of employment was somewhere between eighty thousand and one hundred thousand. With hardly any deflation in commodity prices and labor costs, it can readily be understood that even in the neutral countries conditions of life are far from normal.

Anyone visiting France at this time will be deeply impressed by the changes wrought by war. A country that not only has been bled white, but has had 600,000 homes either totally or partially destroyed, cannot be expected to revive very quickly, but when we consider also that she still has nearly 800,000 men under arms we can realize that her financial and industrial problems are acute indeed. In some lines of trade the French unemployment figures run very high, particularly in the textile industry and in certain other trades where German competition is beginning to be felt.

While in France, I visited quite a number of manufacturing plants and was much impressed by the manual skill of French workers of both sexes. Manufacturing processes are not of the same intensive nature as our own and labor saving devices are certainly not so much in use, but the natural ability of the French workman and his serious application to the task in hand is very striking: the reason is readily found for the preeminence of the French in industrial work of artistic or novel character. If business does not begin to revive in France, I should be inclined to attribute the trouble to financial conditions and to a certain lack of initiative on the part of Capital, rather than to any defect in the character or ability of the French workmen himself.

Industrial conditions in Belgium are very much depressed, owing to lowered consumption at home and inability to meet foreign competition. Belgian Trade Unions reported in February of this year that 22-7/10% of their membership of 621,000 were unemployed; the textile trades, as in France, suffering very heavily. The slow revival of trade in Belgium is also due in part to a lowered demand from many countries which during the war found ways to produce their own supplies. This is particularly true in the glass industry where the United States and Japan, both formerly large customers of Belgium, are now producing more than sufficient glass of certain kinds to meet their own needs.

Aside from the evidence of property destruction seen in Flanders and in Northern France, nowhere in Western Europe is one more keenly reminded of the war than in England where social and labor conditions seem to be so complexly changed and disorganized. In the opinion of Mr. Greenwood, American Representative of the Labor Organization of the League of Nations, Great Britain is facing

a crisis as serious, if not more serious than our own. Of 12,000,000 registered workers there were last June, 2,127,400 unemployed despite the British Government's extensive program for the organization of public works. Commodity costs, rents and taxes are of course very high in Great Britain and the Government's efforts to stabilize conditions have not been successful. At the present time millions of British subjects are either directly or indirectly in one way or another receiving assistance from the Government but the observer cannot but have grave doubts as to the wisdom of Governmental assistance and subsidies in cases where employers and their workmen in certain industries have failed to place their relations on a mutually satisfactory basis. Governmental intervention under such conditions seems only to postpone the inevitable social adjustment consequent to the working out of natural economic laws.

The impression a stranger gets in Great Britain is that there is a woeful lack of mutual confidence and understanding between Capital and Labor, with the unfortunate result that instead of all interests getting together for the common good there is a tendency to lean upon trade organizations formed for purpose of conflict rather than to promote industrial peace. Under such conditions it is hardly a matter of surprise that the cost of production of most fabricated articles has risen to such a point in Great Britain that great fear is expressed of her ability to retain either her domestic or foreign trade.

In many cases the cost of production of British made goods exceeds the selling price of similar German goods in foreign markets and the effort of the Government to control the situation by means of reparation duties and "Anti-Dumping" restrictions apparently has not improved a condition due in so large a part to mal-adjustment at home. A nation divided against itself thru dissension between Capital and Labor cannot help but present a weak front to its competitors. It is said in Europe that "Peace is but the prolongation of war but in a different way" and if this be the case, a nation must be just as strongly united to reap the fruits of peace that she was to meet the strain of war.

In the opinion of many, Germany is by far the most interesting European country to visit at the present time. A people with many ideals different from our own, traits of character which we may not like and internal problems still awaiting solution, may yet teach us much or at least yield us food for reflection. Considering the difficulties of life, the financial burden, and the internal troubles which Germany is called upon to meet, it is astonishing to see the remarkable progress that is being made. In 1919 there were more than 1,000,000 workers in Germany out of employment but at the present time hardly a quarter of that number are idle. It is said that German industries on an average are working 55% or 60% of full capacity and from personal observation, I know that this degree of activity is even exceeded in certain lines of industry. Factories still suffering limitation in fuel and materials, everywhere appear to be busily planning for future extension. There is manifested a degree of resourcefulness that is remarkable. If coal is not available, German factories further develop their water power facilities or burn lignite and keep right on the job, while substitute materials are cheerfully employed, when just the right supplies cannot be had.

One is greatly impressed by the ambitious plans of Government, Trade Associations and individual manufacturers for the future industrial development of Germany. Inland waterways for cheap transportation are to be extended and further facilities for technical and commercial education are to be made available, even to the extent of providing a school for the training in economic subjects of those who expect to become secretaries of Trade Unions: this latter, an innovation which we could well adopt here at home.

Unquestionably in its industrial life Germany is forging ahead and I feel that we need fear German competition more because of the indomitable energy manifested in the country than because of the temporary export advantage which they seem to enjoy thru the depression in the value of their currency. Much has been written about the ability of German merchants to undersell us in the American market because of this difference in Exchange, but it must not be forgotten that taxes and wages are rising in their country as the purchasing power of the Mark falls and consequently the cost of production of fabricated articles expressed in their currency is even now from fifteen to twenty-five times greater than before the war—thus neutralizing to a considerable extent the commercial advantage about which we hear so much.

Without dwelling on certain points of difference in our point of view, Germany impressed me as a giant nation temporarily prostrated but vibrant with awakening energy and ambition. In the long run we shall have to reckon with the unquenchable spirit of Germany, her years of painstaking attention to the smallest detail, her scientific attainment and her full understanding of natural conservation. A country where waste land is transformed by scientific forestry, where water power is conserved and utilized, where the soil is cultivated intensively, and where labor puts heart and soul into its work, cannot help but command commercial preeminence if other nations do not excel in the same virtues.

World markets can be won and held by sheer force of science and industry. To attempt to stem the tide of German competition by resorting alone to tariff legislation may afford temporary relief, but in the long run the nation with the best industrial methods, with the least economic waste, and the closest application of science to business, will win out and this fact should be clearly understood and recognized by American business men. If, indeed, as has already been quoted, "Peace is but the prolongation of war but in a different way" then we must mobilize our resources for peace or not complain if other nations, more far-seeing, mobilize theirs.

One of the most thoughtful of our American writers on international conditions recently said, "It is no time for bubbling optimism. The world is in straits—We among all the rest—and side-stepping the real issues will not make for security." I wonder just how clearly Labor and Capital in this country realize that if we are to hold our foreign markets and retain our domestic trade we must develop a greater degree of industrial peace, a higher mechanical efficiency and a closer cooperation of all industrial agencies, than we have yet been able to command.

Foreign labor, particularly German labor, will for years be less costly than our own because the standards of living abroad are still much lower than with us. So it is evident that to overcome this permanent handicap we must cultivate thru the economy of mass production and improved mechanical equipment, a corresponding if not greater reduction in manufacturing costs.

To compete with Germany in staple lines of manufacture will not be an easy thing at best but we cannot too earnestly point out that in attempting to meet this situation we should study to improve methods of production, rather than to depend on tariff protection alone, for permanent relief. The recent report of the Committee on the Elimination of Waste in Industry of the Federated Engineering Societies gives sufficient evidence that we in America have been thoughtlessly wasteful to a degree that imperils our future prosperity. If we do not develop better methods we shall have no one but ourselves to blame if foreign competitors steal our business prestige from us. Particularly in the line of industrial relations is it important that conditions should be stabilized. In 1920 this nation lost thru strikes alone a total of over 11,000,000 days of labor.

Considering the gigantic task of business defense that confronts us, should not Capital and Labor each undertake its proper and fair part in the readjustment, uniting their forces to help uphold the supremacy of American Industry? Believe me, gentlemen, the present depression and our doubtful future is due to economic causes which cannot be ignored. Entrench ourselves as we may, the fact remains that in industry as in other games of skill, the best man wins. What Capital and Labor in this country need most to take to heart is the naked truth about the foreign situation, so that they may realize we are facing a struggle in which victory and affluence will come only to the nation whose spirit of industry and unselfish cooperation rises supreme over all other considerations.

INDUSTRIAL COOPERATION SESSION.

Tuesday Morning, October 25, 1921.

Hall of the House of Representatives, State Capitol.

J. B. Douglass, Presiding.

SUBJECT: The Four Factors in Industry.

(a) The Employer. Sherman Rogers, Industrial Correspondent, The Outlook, New York.

(b) The Employee. John A. Voll, President, Glass Bottle Blowers' Association, of the United States.

(c) The Public. George E. MacIllwain, Babson's Statistical Organization, Wellesley Hills, Mass.

(d) The State. Hon. Edward E. Beidleman, Lieutenant Governor. Pennsylvania.

INDUSTRIAL COOPERATION: THE EMPLOYER

Sherman Rogers

Before I launch into the meat of my address, I want to first assure this audience that I have "no axe to grind"; I do not represent any individual or any organization whatsoever and I am not going to speak on something I have read about. I have been a working man all my life; still consider myself one and hope I always will be. I worked in northern logging camps for many years and from the "school of hard knocks" I was forced to draw the conclusions I have announced from various platforms all over the United States and from the columns of its leading magazines, from results of actual experience. I am not going to spring something new. I am simply trying to bring to the light a method of dealing between the man who signs the pay check and the man who receives it, that will both grant and command mutual respect; an application of impartial justice without imposing on the rights of either party.

I now believe; I always have believed that at least nine-tenths of all disputes between the employer and the employee have been caused either by lack of understanding or a refusal of one of the parties to want to understand, and in this respect I do not condemn nor approve the employer any more than I do the employee. My sympathies are wholly with labor for the simple reason that I have gone hungry with laboring men; I have packed blankets with them over three of the northwestern states. I have suffered with them and prospered with them, and I am one of those peculiar individuals that wholeheartedly believes in the honesty and sincerity of at least ninety-nine percent of the men that wear overalls. Since my experience on the platform and with the pen I have come in contact with hundreds of the leading employers of the United States, and I can frankly state that I believe, generally speaking, that an overwhelming majority of the employers want to do the square thing. I believe that in the crisis that we are going through thousands of employers have lost the greater part of their fortunes in trying to keep men employed when the goods they were selling were not bringing in as much money as the salaries and wages they were paying out. I am not talking through my hat when I say that either. I am intimately acquainted with several men who were very wealthy two years ago but are almost in bankruptcy today, although these men could have shut down their works years ago and have had a big healthy bank balance whenever they desired to again start the wheels going. That, gentlemen, is what I call shouldering individual responsibility. Of course, many employers have not done that but we should not condemn the majority of honest employers because of the shortcomings of a few arrogant cold-hearted ones.

I believe that a great deal of the trouble between employer and employee has been caused by the refusal of labor to place confidence in honest employers and the refusal of many employers to place confi-

dence in the great majority of honest labor. That happens to be my mission in life. To point out to the suspicious ones on both sides that before we can have prosperity in this country—I mean of the permanent kind—we must do it across a table, where confidence will be a monitor and good faith the judge.

When I was in the ranks of labor, doing the most menial kind of work I always bitterly resented all employers being held up as grafters and payroll robbers. The fact that about ninety percent of employers go into bankruptcy sooner or later proves that it takes a first class manager to “make both ends meet,” which would not be the case if they were paid the tremendous profits in industry that so many irresponsible agitators tell us they are. In my acquaintance with employers during the past two years, I have just as bitterly resented the statements of some of those who employ labor, that most working men are time thieves, clock watchers and slackers. Although, in both cases—in the ranks of both the worker and the employer—there is and always has been a small percentage that do not play the game square, and until Gabriel blows his horn, there always will be a small percentage of both that not only are not fair with themselves and those they come in direct contact with but stir up an immense amount of trouble by gross misrepresentation and by agitating class prejudice. I believe that every man who is playing the game squarely is entitled to all the respect the community can give him, no matter whether that man be a banker, a contractor, manufacturer or a laborer. And I have been surprised, during the past two years, to note that the average large employer that I have come in contact with has great respect and admiration for the men who spend six days a week in overalls. I have attended councils of employers where three-fourths of the time of the meeting was spent in sincere endeavor to do everything possible to keep the wheels of industry going—and the laboring man on the job. I have a case in mind where I met three large employers in an hour and a half conference and there were tears in the eyes of all three of them when the grim fact stared each one of them in the face that it was absolutely necessary to lay off part of their working forces. A few days later I read a labor paper, edited by a radical, and in the editorial he pictured two of these three men as financial ogres who had closed down part of their works for the sole purpose of putting working men in the “bread line”, and I could not help but think, as I read that editorial, that so long as that spirit prevailed we were never going to get very far in establishing prosperity on a permanent basis.

The day has arrived, gentlemen, when the honest, industrious members of the forces who work with their hands for a living and the progressive, conscientious, fair employers must come together, understand each other and work in harmony. And when this great majority of workers and employers get together, I can assure you that the dishonest, suspicious, unreasonable employers and employees will soon find themselves out in the cold and to get warm they will have to turn both honest and fair minded.

We have made tremendous strides in the past four years. Thousands of employers who never thought of anything else but profits and more profits are now spending the major part of their time in trying to make their business pay all right but at the same time they are

earnestly and honestly endeavoring to raise labor to a much higher plane, not only for the benefit of labor but for the entire community, which in the long run reacts to the benefit of the employer. The far sighted employer has found that out. Not a score; not a hundred but thousands of them, and if the honest, reasonable men in the ranks of labor will cooperate with these employers who have seen the light, we will really and truly establish prosperity on a foundation that won't crumble every few years in ruinous depressions which are mainly caused by lack of confidence of the people, in both unreasonable labor and unreasonable capital. There is no use trying to fool ourselves. There is no necessity of labor leaders trying to hoodwink the public, or certain employers trying to "get across" with propaganda. The tremendous depression in this county, especially in the building trades, was caused primarily by preposterous restrictions among building trades, labor organizations and shameless profiteering among certain elements of building material men.

I am one of the great army of home-seekers. I want to build a home. Have wanted to for two and a half years. I am being held up today by a legal bandit, twelve times a year; he calls himself a land-lord. I want to get out of his clutches, but at the same time, I would rather be stung once a month than to build a home under past or even present conditions, when I know that when I have my home completed it will only represent sixty or seventy-five cents of real value for every dollar expended. The reason that I have not built a home—and there are about 750,000 just like me—is because I have honestly believed that neither building trades labor or building material men were willing to give me an honest run for my money.

I think the investigations in Chicago, New York, Boston and Philadelphia have brought to light enough inefficiency on the part of building laboring men and profiteering on the part of building material men to justify our refusal to build houses until such a time as we are assured an honest run for our money. There are enough people in the United States right now—and especially six months ago—who want to build homes to put two or three million men in the country to work. The housing shortage is alarming, and yet there is little chance of people building the much needed homes until building trades labor will guarantee a fair day's work for a fair day's wage, and building material men commodities at a reasonable figure. In New York and Chicago people are living in cramped conditions and paying legal bandits tribute monthly, solely because of the arrogant and arbitrary attitude of many building trades labor councils and building material associations in the past and on the shoulders of the unreasonable men in these two bodies lies most of the blame for the present deplorable condition of unemployment and the high rents that we are all compelled to pay. It is foolishness to talk about a return of permanent prosperity until there is a different attitude displayed in the building trades industry, both by the men who build and the men who furnish the material to build with.

We have an unemployment conference on in Washington with great labor leaders refusing to even discuss a readjustment of wages and this at a time when most employes have accepted as high as a forty per cent. reduction in the goods they are manufacturing and selling. Suppose the manufacturers and the bankers would have gotten together a year ago and agreed that there would be no price cutting.

Suppose we were now paying the same high prices for clothes, shoes and foods. Where would we be, and yet that is not a bit more unreasonable than the present attitude of some of the greatest labor leaders in the country. There are mighty few employers who wish to see a reduction in wages. They are only doing so where the public demands it, and the public is the great judge after all. What the people do demand—the employer demands—is an honest, fair, full day's work for the high wages that are being paid and, gentlemen, that is the surest road to prosperity—for labor to furnish 100% service for every dollar received and the employer and the merchant to give a dollar's worth of value for every dollar expended.

I think the time has come when we must call a spade a spade. We cannot any longer tolerate intolerance on the part of either labor leaders or leaders of industry, and I think the sooner both capital and labor find that out the better off we will be.

I do not believe in the closed shop, neither do I believe in an open shop that means a closed shop to a union card. I do not believe in walking delegates or business agents. I will tell you why I do not.

I made a speech in Cleveland, Ohio a year ago. I was addressing fifteen hundred men, a great many of them members of labor organizations. I had made my plea for co-operation by the employer and employee, to meet across the table and adjust their differences by arbitration instead of resorting to arbitrary force. When I had finished the audience gave me a great ovation but one man stood up in the rear of the hall and said, "Rogers, you sound sincere enough but in this scheme of affairs you are talking about, where does the business agent come in." My reply was, "Sir, he doesn't come in. He is a third party. I have had dealings with a third party in private life. It hasn't been a bit satisfactory in industrial life. I am a married man. I have got a young wife. She is full of pep. I am not dead myself. Every once in awhile I can see by a look in her eyes that all is not well and when that happens we sit down across a table and we discuss the matters in dispute, like we would talk over a ball game. We argue pro and con sometimes for several hours, but as long as we are left to ourselves we look our differences squarely in the face; give and take and as a result, everything is ironed to her satisfaction as well as mine. But, Sir, when my mother-in-law comes butting in, there's hell to pay and that's why I don't believe in the third party in industry. My mother-in-law has nothing at stake in my home—neither has the third party in industry anything at stake."

I have every respect for organized labor; its leaders have put an end to sweat-shop conditions in the east; they have pulled the children off of the coal breakers. There is no question but what they have been a great instrument of progress but, they, in turn, have abused their power just the same as arrogant employers did fifteen years ago. As a result of their attitude, they have almost divorced the sympathy and support of the American public and they are not going to get back in the good graces of the American people again to that point where confidence is re-established in them, until they remove a great many of their present unreasonable restrictions and play the game "according to Hoyle."

Labor leaders blame the bankers for not loaning money, as being one of the chief causes of the lack of building. That accusation is too silly to merit serious rejoinder. The best security on earth for a banker is a home owner. The biggest guarantee of community prosperity is a community composed of men who own or are paying for their homes. The prosperity of a bank depends almost entirely on the prosperity of the community, therefore it would be ridiculous to charge the bankers with deliberately "cutting off their noses to spite their faces". Bankers are simply custodians of public monies. No banker has a legal right to loan money for construction, when he knows full well he won't have a safe security value when the building is completed. If the bankers in 1919 would have loaned indiscriminately for building purposes, with the outrageous wages and building restrictions and building material profiteering, there would be mighty few solvent banks in the county to-day.

I have realized for a long time that the prosperity of this country depended on the ability of the employer and employee to work out their misunderstandings on a basis that would protect both labor and employer and the public, and guarantee each one of these three factions against the arbitrary unjust influences of either faction. You may say that is hard to find. It is not. It has been found. It is working out in several hundred factories and is proving a wonderful success, that is, where the relationships have been established by the employer agreeing to the necessary safe-guards to protect the employee in all of his individual rights. Gentlemen, Employee Representation, carried to its logical conclusion, has solved the labor problem. It won't solve it in a day—a week—or a month—but by painstaking, patience and sincere application, a confidence is established that produces labor efficiency and a mutual understanding and puts an end to strikes, threats of strikes and unreasonable actions on the part of either executive or workers. It was first tried out successfully in the State of Washington, when the I.W.W. had for a short time gained control. The employers soon found that they could not change a man's mind by force. They found out that radicalism was not a passing fancy but was a result of a cleverly thought out plan of propaganda of misrepresentation among laboring men by irresponsible agitators. So, instead of resorting to force and jails, the employers beat the agitators at their own game. They got the truth to the men in the same manner the agitators had gotten the lie to them. They had the working men elect representatives from each department in the plant to meet at a joint conference council room with a like number of delegates appointed by the management. They quickly found out that in open discussion—when all cards are on the table—labor was amazingly fair. In this respect labor was not led around by the hands of irresponsible agitators or by outsiders whose only object was to stir up trouble. The delegates at these conferences were men who worked inside the plant; who were settling their difficulties with the employers without outside interference. I was in this logging camp three years ago. At that time a vast majority of the men were I. W. W.'s. I visited the same centre of operations a year ago and there was not an I. W. W. or dissatisfied working man in the works. There had not been a strike or even a threat of strike since the council meetings had been established but the employer had es-

tablished a relationship with the employees on a sincere, honest, open basis. They have been repaid by labor reciprocating honestly, openly, fairly.

I came east with that idea two years ago. I have talked it from two hundred platforms; have written many articles in various newspapers and magazines.

This system has been established in hundreds of factories and where it has been honestly and sincerely applied, it has been a great success. Where the employer has tried to impose unreasonable restrictions on the machinery of adjudication, it has failed. Where the employer has not placed his faith in the worker, it has failed—and by all the rules of the game, should have failed. I could stand here from now until tomorrow morning; I could relate instances in these factories where the most intricate disputes have been quickly and satisfactorily settled. These same disputes, under the old method of labor dealing, where class hatred was preached, would have resulted in long strikes where both labor and the employer suffer. It is the shining hope of the Twentieth Century. It is not an effeminate, Utopian system. It is a red-blooded, honest-to-goodness democratic and just method of dealings between honorable men. It works out this way. The employees within a factory elect delegates by secret ballot, each delegate representing a certain number of men and these delegates meet in a joint council the employers and representatives of the employers, where disputes are openly, sincerely and fairly discussed. Ninety-eight per cent. of all disputes, in the several hundred factories that have tried out the system, have been settled at this general council meeting.

Of course, there always are questions that cannot be settled at this council. They are rare, quite true. In that case, after both employers and employees have agreed that they cannot agree, the next step in the adjudication of the dispute is the formation of an impartial tribunal. In some of the factories this impartial tribunal is composed of five delegates of the employees, five delegates of the management; and these ten delegates, by unanimous consent select an impartial tribunal. The dispute is again thrashed out, a vote taken and the majority result is final and binding on both parties. This guarantees the employer against any arbitrary action on the part of the employee. It protects the employee from any undue financial or arbitrary action on the part of the employer. It acts as a guarantee to the public that they are getting a fair deal from both the employer and the employee. One thing is certain, no matter how powerful either side may be they are unable to take an unfair advantage of the other side. It gives labor everything they are entitled to without spending months of enforced idleness to do it. It protects the employer from the disastrous influence of a few leading agitators. It protects the public from unreasonable profiteering on the part of the employer and it protects him against unreasonable demands and onerous restrictions on the part of labor.

The plan is both fool and boss proof. It is being applied today on some of the great railroad systems, in particular, the Pennsylvania Railroad—The Bell Telephone Company—Bethlehem Steel Company—The American LaFrance Fire Engine Company—International Harvester Company—General Electric Company—Phila-

delphia Rapid Transit—Mergenthaler Linotype Company—and many other important concerns employing large forces of workmen. It will sound the death knell of kaisers in the ranks of both labor and capital. It will sound the death knell of force, violence and class hatred. It will guarantee stability of industry and as a natural result, when this system is universally adopted we will enter an era of permanent prosperity. It is not a chimerical dream but a practical, hard-headed, sound policy of honest dealing between those who work and those who direct work.

Gentlemen, if the leaders of labor and the leaders of industry could get across the table at the present time, admit their faults, their shortcomings and enter a conference with a genuine desire to lend mutual co-operation, our present depression would vanish in a remarkably short time and the day has arrived, I believe, that the reasonable, responsible members of both groups will get together and compel the adoption of a policy where class hatred and arbitrary influence will be relegated into the scrap heap of things that were. And, when this policy has become an established fact in the majority of our industrial institutions, the United States of America will be the most desirable spot on earth for both the employer and the employee.

In all great crises, the American public have always arisen to the occasion. I believe we are going to do it in this one, but we cannot come out of it half way. We are in the crucible—before we get through with it we are either going to come out steel or slag and I believe it is going to be steel.

INDUSTRIAL COOPERATION: THE EMPLOYEE

John A. Voll.

This subject of industrial cooperation extends over a very wide latitude. In practice I would say it is boundless, because it covers the psychology of industry that seems to be so little understood by the different factors therein, hence the misunderstanding, disputes and chaos within industry. Man by nature is a cooperative being through a natural instinct of self-preservation and working out of his own destiny—his own civilization. However, the selfishness of men aided by different systems of government throughout the ages has prevented the human family from exercising its natural bent; the consequence of which is war, famine and pestilence to which we now bear witness even in this civilized age. Narrowing cooperation down to industry we find the root of the cause for lack of real cooperation the same as has prevailed at all times in the progress of civilization; selfishness of men and autocratic systems of control and management. This mere statement of a fact, however, naturally leaves doubt in the mind, therefore, it behooves us to delve into the operation of industry and elaborate to some extent on the points of fact mentioned.

There is little real or true cooperation in industry to-day; neither will there be any until the principal factors therein, capital, management and labor get closer together and thoroughly understand one another, conceding equal rights and privileges to each other in the joint production of commodities or until society at large comes out of its state of complacency and forces full publicity relative to investments, expenditures, wages, costs and profits, followed by a peremptory demand that equal rights and justice be established and guaranteed to each of the three groups. Until this relationship is established or condition forced not only will there be little real cooperation, but there will be no peace in industry resulting in continuance of loss in production and consequently wealth.

This statement and position may be startling to some and seem visionary and impractical to others. However, when we glance over time and reflect that the dawning of the Christian Era on a pagan world found the laborers actual physical slaves wherein one man, owned hundreds of men in body, and as he thought, also in soul, then follow the changes, development and progress through the centuries up to the present time and note especially the change in the status and rights of the laborer, it must be apparent that we have reached that stage in civilization, and especially in our own democracy, through education and the exercise of political liberty, whereby there can no longer be assumption of rights and privileges that are denied others either by force, intimidation, statute or injunction.

The principal reasons for lack of hearty cooperation in industry to-day on the part of the employee is on account of his suspicion, his distrust and the knowledge that he has been exploited and is still being exploited, though perhaps not to the same degree as in the past owing to his organized insistence for a square deal. Suspicion and distrust arise from the fact that he has no way of determining what his fair share of production is and the further fact that the

other two factors in industry, capital and management, exercise rights and privileges that are denied to him. In addition, the psychological effect upon the employe is given little or no attention or ignored and repudiated as not worth considering or bothering about when changes are made in employment within the plant; when men are laid off and no provision made for a division of time; when they are simply notified their wages will be reduced or their hours lengthened or their work increased for the same wages; when there is fear of discharge and particularly where absentee ownership continually drives management to increase production, regardless of how it is accomplished; where there is no fair and just method of presenting grievances or insuring consideration and action after they are presented. These are some of the things that militate against true cooperation in industry on the part of the employe, yet in the face of the disheartening things mentioned, it can be said with truth and pride that there is no workman in the world who produces in quantity with the American workman and in quality he will compare with the workman of any other country. The employe of to-day is not the employe of a century or a half century back. Machinery, combination and monopolization have placed him in a much different position in relationship with his employer than it was at that time.

The human touch is lacking and he naturally looks rather coldly upon his position in industry; add to this domination and dictation without representation trained to take up his legitimate contentions for him and we have a fundamental reason why cooperation is not freely given and why there will be no peace in industry. In other words, the failure of real and hearty cooperation in industry on the part of the employe is the refusal of the stewards of industry to democratize industry. There are too many men in industry to-day holding responsible positions of trust and stewardship looking backward who fail to realize or refuse to take cognizance of the changed and changing conditions throughout the world that are forcing different relationship between employer and employe from that which existed in the past and it is to this phase of industry, and the phase wherein the employe in unsound reasoning is carried too far forward that society must turn its attention if it expects to maintain its balance. No doubt practical men will challenge the statement that there is little real cooperation in industry to-day. Our answer to the challenge is that there may be some "make believe" cooperation forced through economic control and the use of methods other than democratic by management. But real cooperation can only be obtained by earning it and to earn it there must be incentive given by management. Half baked formulas and make-shift systems of democracy for bringing this about will not suffice or satisfy any longer—the human family is moving forward in its process of civilization and developement, consequently things that might have appeased ten or twenty years ago will not do so now. The employe is becoming more intelligent every day. Illiteracy is being stamped out through the child labor laws placed upon the statute books of the different states and he is also beginning to peer into and take part in things that heretofore he believed were largely reserved for the elect only, with the result that he is asking questions and preparing for action to obtain for himself that which is justly his.

Thus, it will be seen that full cooperation on the part of the employe with management for production will not be given or entered into unless there is an adequate remuneration coupled with a guarantee of fair treatment in hours of work, conditions of work and regularity of employment or a stake in the industry through which he will share enough of its profits at least, to make it attractive. This is best demonstrated in the Henry Ford system of cooperation. Under this system every employe is guaranteed a minimum of six dollars per day. Provision is also made for the payment of a bonus if certain requirements are met. In addition, the eight hour day is guaranteed. This system which has been in operation in Mr. Ford's automobile plant for several years has been extended to all employes of his railroad which extends from Detroit, Michigan to Jackson, Ohio. Through the cooperation received from the employes in return for wages paid and hours guaranteed a deficit was turned into a profit on the railroad property though wages were considerably increased. And not only did Mr. Ford show up waste and inefficiency in railroad management, which is at all times detrimental to the employes and the public, but he also proved beyond doubt that big business can be conducted without combination or monopoly. Whether we agree with Mr. Ford's methods for obtaining cooperation and thus intensive production, is not germane. The point is, that cooperation and production have been gained and maintained and the labor turnover reduced to a minimum. The employe asks if this minimum wage and eight hour day can be made profitable in one plant, and on one railroad, why cannot it be made so in other plants and on other railroads when they can get the same cooperation by establishing the same conditions?

This is best answered in the book—The Church and Industrial Reconstruction which the Committee on War and the Religious Outlook has published through the Federal Council of the Churches of Christ and wherein it says: "Our present industrial system is wrong because men's motives are wrong and it cannot be made really right until the controlling motive is right." Dr. John Ryan in his book Distributive Justice says: "A steady growing number of keen sighted social students are coming to realize that an industrial system which permits a comparatively small section of society to own the means of production and the instrumentalities of distribution, leaving to the great majority of the workers, nothing but their labor power, is fundamentally unstable and contains within itself the germs of inevitable dissolution. No mere adequacy of wages and other working conditions and no mere security of the workers livelihood can permanently avert this danger nor compensate the individual for the lack of power to determine those activities of life which depend upon the possession of property. Through cooperation this unnatural divorce of the users from the owners of capital can be minimized. The worker is converted from a mere wage earner to a wage earner plus a property owner, thus becoming a safer and more useful member of society. In a word cooperation produces all the well recognized individual and social benefits which have in all ages been evoked by the "magic of property." And the Catholic Bishops in their reconstruction program in reviewing the means of increasing production say: "The full possibilities of increased production

will not be realized so long as the majority of workers remain mere wage earners. The majority must somehow become owners, at least, in part, of the instruments of production. They can be enabled to reach this stage gradually through cooperative productive societies and co-partnership arrangements. In the former the workers own and manage the industries; in the latter they own a substantial part of the corporate stock and exercise reasonable share in the management. It is to be noted, however, that this particular modification of the existing order, though far-reaching and involving to a great extent the abolition of the wage system, would not mean the abolition of private ownership."

Here are reminders from sources, the integrity of which cannot be questioned, that real cooperation and production cannot be secured under the present system of capitalistic ownership and control of industry. The natural result of this is waste and inefficiency, which with monopoly and profiteering, is responsible for high prices, reduced wages, discontent and unrest. That there is great waste and inefficiency in all industry was brought out by the committee of the American Engineering Society in its report to that body's convention held in St. Louis recently on six great industries, stating that 68 per cent. of waste was due to management and 16 per cent. due to labor, the most of which could be eliminated through whole hearted cooperation between management and employe.

What is the solution to this deadlock, as it were, between employer and employe? Many theories have been advanced and many schemes tried but with the exception of isolated cases of small units all have been failures and the contention to-day in our country and throughout the world is more aggravated than ever, but there is a solution. It is a fairer and more equitable distribution of wealth. This has been advanced so often and so long, however, that repetition would seem like the want of something to talk about, yet when we glance over the world and note what is going on we are forced to the conclusion that there is going to be a more equitable distribution of wealth and the vital question at this time is: In what form is it going to be brought about? A short time ago when the Soviet system of government threatened to engulf Germany, the employers of that country rushed to the trade unions for agreements, thus a combination was formed that warded off the threatened catastrophe. Relative to this Colonel House of international fame says in his copyrighted letter to the Philadelphia Ledger that the more than thirteen millions of trade unionists in Germany are the most potent factor in averting crisis of government. Be that as it may, however, it does not solve the problem. Systems of government that through man made law allows individuals, trusts or corporations to accumulate unlimited wealth and holdings thus permits and fosters selfishness and creates incentive for men to take advantage of and pauperize their fellowmen even in a land of plenty. The greater the wealth of the individual or corporation the greater their power and it is the exercise of this power in industry and in government that has finally brought us to our present condition of serious conflict in industry wherein the employer and employe alike refuse to cooperate.

As for the employe's position he is determined that the power for extortion and oppression that comes through great wealth and monopoly must be curbed as its practice in industry has clearly proven that human beings cannot be trusted with these opportunities. The employe in industry is willing and ready to cooperate with the employer when the cooperation is mutual and upon an equitable basis, meaning thereby when the employer recedes from the position that he "will run his business to suit himself"; when he recognizes that the employe's physical energy and skill is put up against his capital and that through this cooperation there is joint production of commodities, thus giving right to the workman to have something to say relative to conditions under which he works; when he recognizes the moral and lawful, though not guaranteed rights of the employe; when he is deprived of the power to exercise any control whatsoever over the political and social life of his employe; when there is joint conference on changes that affect the material income or living standard; when he concedes to the employe the same rights and privileges in joining an organization for his welfare and for the protection of his interests as he himself exercises; when he recognizes that reforms of a substantial and lasting character are the only ones that will meet the situation to-day.

Men in this material age seem to forget that there is a moral law that supersedes man-made law or to realize that when man-made law repudiates moral law there is bound to be a reaction. It seems as though we have about reached that stage in our present civilization. Apropos of this is the matriculation address of Dr. James R. Angell, President of Yale, at Yale University, Sunday October 2, in which he called for leadership—men with vision and character and hope and confidence, saying:

"Modern society has been for seven years undergoing the most tremendous indictment which it has ever sustained, and whether it is to survive in its previous forms, is to be materially modified or is to go the way of the civilizations of antiquity is still uncertain.

"The indictment has been ostensibly directed against its political and economic organization, but essentially it is an assault upon the moral and religious fabric of the social order. If capitalism, for example, is the evil thing often alleged, it is evil primarily because men do not conceive themselves as members one of another. If monarchical absolutism is an evil, it is so in the first instance because men possessing the supreme power regard themselves and their interests as wholly superior to the rank and file of mankind.

"If democratic forms of government have failed wholly to secure that increase of human happiness and justice which has often been so confidently predicted for them, it is in part at least because no form of government merely as such can protect against malfeasance of men whose purposes are sinister and selfish."

The question arises. Will capitalism heed the warnings and put its own house in order, or will it be necessary for society to drastically curb its power and regulate and stipulate its accumulations through methods of taxation? Since capitalism is necessary in the scheme of things, however, and so recognized by the great majority of our people, I have abiding faith that whatever change the future may bring forth will be through orderly process in accordance with the fundamental law of the land.

INDUSTRIAL COOPERATION: THE PUBLIC

George E. MacIlwain.

The man that comes to the bat first in a game like this has a decided advantage. It is not the first time that I have appeared in a four ringed circus of this kind. I think the next time I go in, particularly if I am third or fourth down the line, I am going to put cotton in my ears until it comes time for me to speak. When I came in here I had a fair idea of what I wanted to say, but these gentlemen, with their varying types of eloquence, have me so confused in my mind I scarcely know whether I am going to school or coming home. I fancy that I look more like a Bolshevik than either one of the sleek gentlemen who preceded me. May I say I am not going to lambast anybody in what I say, either after the fiery fashion of Mr. Rodgers or after the smooth fashion of Mr. Voll. This is going to be a very comfortable, pleasant kind of talk, and I think, in the first place, one or two definitions, or one definition may be helpful to us.

I want to call your mind to the fact, in the first place, that cooperation is working together. If we stop to think about it we know that that is what cooperation is, and perhaps the Anglo Saxon phrase working together will mean more to us than the Latin word cooperation. People cooperate when they work together, and I suppose the type of cooperation between employer and employee that the framers of this program had in mind was when employer and employee work together as persons in a common enterprise. That is the ideal kind of cooperation, but two people can work together quite successfully, perhaps not in a celestial manner, but in a very terrestrial manner and they who work as partners in a common enterprise and when two men join together they do so because they feel that they can get what they want by working with the other fellow and that is the kind of cooperation we are most likely to get between employer and employee, it is of this terrestrial sort, rather than the celestial kind. I am not very sure that we are going to have either of these substituted very soon, but when you come to discuss the question of the employer and the employee working together from the standpoint of the public you come upon the interesting fact that employer and employee are themselves the public. The public is more or less an imaginary entity. It is like the average wages and the average man and so on, something like statisticians and theorists like to talk about but nobody ever earned average wages, nobody ever saw the average man, and so after all when you come to think about it nobody ever saw the public in the sense in which that word is often used, because the public is the same people that my two friends here have been talking about from their point of view. For example, here is a shoe shop, here are a thousand people engaged in making shoes under one roof. A few of them happen to be employers and as such they have a special interest in that shoe shop. The bulk of that thousand are employees and as such they have their special interest in that shoe shop, but all hands of them are at some time the public; the state, on the other hand, is simply the public consisting of employer and employee, organized for political purposes, but the public is simply the employer and the employee in their capacity of consumer of the things that are made.

It strikes me then that the question that is before me is how are the special interests of the employer and the employee in that shop to be modified by the interest which they both have as consumer? Now we have a capital case of this issue in the railroad strike that is now going on. Here on one side are the employers. They have their special interest in the railroad game. They are trying to run the railroads under the handicap of two generations of vicious capitalization so as to make an income for the security holders. I submit to you that that is quite a specialty. On the other side are the employees, who are service men, and who are urging their side of the case, from an equally special point of view. And now the state steps into the situation and says to these two people, "You must each of you give of your claims in order that the public may buy your product, transportation, at a reasonable price. Now each one of the parties to that contest buys transportation and as buyers of transportation they each of them just as much are interested in having transportation cheap and reasonable as you and I are .

We have then the spectacle of a company of men doing business in one capacity which works against their own interest in another capacity. Now the question is "Are there any laws, limitations, which can be stated which will clear up the rights and duties of the parties to such a controversy?" To be specific, is there any limitation to the activities of those thousand shoemakers that I referred to a minute ago? These employers in that shop want to make all the profit they can out of the manufacture of shoes, and the employees in that shop want to get the highest possible wages they can get for making shoes. Is there any point beyond that either or both of them can go? Is there any reason, for example, why the employer should not double his percentage of profit on shoes, or why the employee should not multiply his wages by two? Are there any rules which limit this thing? That is what you and I and they as the public are interested in. I think there are. If making shoes was the only industry in the world these shoemakers might make up their minds successfully that the sky was the limit. They could shoe themselves at a reasonable price and they could charge the rest of us whatever prices they had a mind to set. That thing happened in the City of Brockton, Massachusetts, on a small scale, about 25 years ago. The Boot and Shoe Workers Union came in there about 25 years ago and they organized the shoe workers of Brockton right up to the handle and they went to work and raised wages in the shoe industry in Brockton. I don't know just how it happened, but the Boot and Shoe Manufacturers' Association in Brockton, in the beginning went in cahoots with them and worked together on that problem. They raised wages and the price of shoes in consequence. It came about for awhile that Brockton became the mecca of shoe workers all over the country, shoe wages were higher there than anywhere else in the whole men's shoe business and they said "We have got it", but the trouble was that just about as soon as they got the mecca made the mecca commenced to set standards for other shoe towns and the consequence is now that shoe wages are no higher in Brockton than they are anywhere else, the standards established there have been passed along all through the industry. Now the limitation upon the process was that other industries got into the

same game; they organized, they set about the improvement of conditions, raised the wages and boosted the prices and the total consequence of the whole thing was that the wages that were made by the Brockton shoe workers were nullified. The Brockton shoe worker, when he goes out to buy clothes, is like Mr. Rodgers, he pays for clothes that are made under the same condition and under the high cost that the shoes are made in Brockton, and the result is that with all his high wages he is not better off than he was before and that his wages today are really not higher than they were 35 years ago. Now I make that statement with some hesitancy. We have had recently a very exhaustive article upon the subject, bringing things down, I think, to 1918, and demonstrating clearly all that I have said. I do not want to make the same statement about 1921 until somebody writes another article, but of this I feel quite confident, that when you take into account the same standards of living as compared with 35 years ago, the real conditions of the worker today as to the wages are no greater than they were 35 years ago. That is, the interests of the employer and employee as purchasers have been limited automatically by their interest as consumer, as the public on the one hand they are fighting themselves as purchasers on the other. Now the only thing that we need in the United States is to have the employer and employee see it and realize it. They cannot go ahead much farther on either side, all agree. They cannot help themselves by simply dipping into the pocket of the public for before there is anything in the pocket of the public for them to dip into the producer has got to put that something into the public's pocket and unless he puts that something in at least as fast as he takes it out he simply is neutralizing himself. Now I think there is a beginning of an appreciation of this kind of thing on labor's part. I think they realize that **they are not getting ahead very much, not all of them, only a few, and if you are going to take more out you have got to put more in. That is the doctrine and you cannot get away from it. You can in the long run take out only what you put in. That is the doctrine. If you, as an employee, over a long term of years, take out more in wages than you put in in work, you are simply heading for economic annihilation. Your interests as an employee are identical with the interest of the industry.**

Down here in New Jersey they had a suit last summer by the clothing manufacturers to dissolve a union, to put it out of business, because of its dangerous theories and policies. Of course the manufacturers out in Chicago and Rochester are working along with the same union and I suppose the union must be different in Chicago and Rochester than it is in New York. Everybody knows employers everywhere are high-minded, noble men, but I heard it said, not of respectable companies like these, but at a meeting of their own men and women, who were members of that union, it was said "we can get ahead only as our industries get ahead," and a corollary of that is "our industry can get ahead only as it serves the public." That is the doctrine realized among those people. Now this thing establishes the converse on the employer's side. What is the employer in business for at the present time? I think I say fairly that industry in the United States is organized and conducted for profit.

I do not think that is any socialistic charge to bring against business of the United States. It is organized for profit and if we did not make profit we would not be in business. Have you read that remarkable book of Henry L. Ghent, published after he died? You can read it in 45 minutes or an hour, and it will take you the rest of your life to realize what he means by it. But try it. That is the idea of organized business for service, and I think if there is a limit to wages set by the public, there also ought to be a limit of profit set by the public. There is a legitimate wage for capital, there is a legitimate wage for management, there is a legitimate payment for labor and anything else belongs to the public. I think we have got to settle down upon that. Anyway there must be an end of this war between employer and employee. The public says so. We cannot sit by and witness this dipping into the pocket and it seems that the immediate answers are two: in the first place, a limitation of profit, as I have just said, and in the second place, the establishment by some means or other of production standards as the basis for wages. I think those are the next steps. I think they are the things that are most likely to be done in this world that we live in.

You know I have an idea that the employer might very well unload this whole area in which the employer and employee at present are fighting upon the employee. For example, why should not the employer say to the men that work for him "Here, I will furnish the machinery, I will furnish the power and the heat and the light and I will furnish the material. I will also supply inspection of your finished product and I will pay you a certain set price for the output per week. You can work just as many hours per day as you want to, you can have in wages what you want to have, you can have just as many days work in a week as you want to have, here is the shop and material for you, just give me the goods and I will stay out of it." By doing that he would be giving labor, of course, a share in the management of the industry, a share that rightfully belongs to it, but he would be getting rid of this whole industrial struggle and unloading it on people that are most comfortably settled. I imagine that things like that will be done in the United States in the next fifteen or twenty years, and of this, however, I am very confident, that industry cannot survive on its present war basis. That is principally on account of the question of the standard of living. What does labor want anyway? Why they say they want more pay and less work. Those are the symptoms of the disease. What they really want is an improved standard of living. They want to live better tomorrow than they live today and so on. Now when you get to that territory you are on ticklish ground. I remember when I was a boy in Michigan we used to get all our water from a pump in the back yard. We had eleven commandments in our family, the eleventh one was "Thou shalt not run off in the morning and leave the water pail empty" and that commandment was broken more than any one of the other ten. Many times I looked out from behind the barn in the middle of the forenoon to see my mother in the yard getting a pail of water and taking it in. I did not have any compunctions about it, I merely squirmed a little bit when I thought she might tell my father when I came home and there might be consequences. I don't know but

what in those days it was just as easy for them to be persuaded to marry as it is now and I don't know but what in the home they treated us better than they do now, perhaps they knew their places, as they sometimes say, better than they do now. Anyway, the time came that somebody got the idea of taking that pump into the house and putting it in the sink. It was the same pump perhaps, anyway it was the same water and the same well. It was brought into the sink in the house and that was the beginning of all the trouble. No sooner had woman gotten the pump into the kitchen sink than she wanted to have running water, she did not want to pump at all, and the next thing was hot and cold water and the next thing was the bath room and the next thing steam heat, electric lights, vacuum cleaners, all of those household conveniences which combine to make domestic work easy, that the average woman today despises the whole operation. It all came about on account of the initial mistake of that man who brought the pump into the house. If he would have left it out in the yard we would never have had any trouble. That is the way it goes with this question of standard living, wherever you come in contact with it. When once you get the thing started it expands, it is the nature of the thing to expand, just as it is the nature of the bean to swell; when you put it into the ground if it does not swell in the springtime it is not a live bean. In the City of Brockton that I referred to, you can go in there and divide the population of that city into three classes. In the first class you put people who ride around in high priced cars, in the second class people who ride around in cheap cars, and in the third class people that do not ride at all except in public conveyances. What was the situation there fifteen or twenty years ago? There were mighty few of them riding around in high priced cars, comparatively few riding around in cheap cars, the great bulk of that shoe population rode on electric cars, steam cars, and they walked. Nowadays you come there and find a big lot of them riding around in high priced cars, often times the one that can least afford it, it is the same way in in Harrisburg, I suppose, you find a great lot of them riding around in the cheaper cars and it is the minority, the almost negligible minority of that shoe population that does not have some kind of a gasoline conveyance at present. It all happened in the last fifteen or twenty years. Just look ahead fifteen, twenty, twenty-five years more and you can sit right down here and write down the statement and put the seal of the State of Pennsylvania on it today that twenty-five years from now there is going to be just the same expansion and elevation of the employee as there has been in the last fifteen or twenty years, and that, I say, is the most serious economic problem that confronts industry in the United States to-day, because somebody has to pay that bill and it is the industry that has to pay the bill and it has to be paid out of the income of the industry, and I say the most serious thing we have today is how we can so increase the income of industry as to be able to pay that bill. I know of but two ways to do it: One is to have some nice fellow come along, as he did one hundred or more years ago, and give us something like the steam engine, that will multiply human activities by 100, something like that. Then we can get along for another generation, and the other thing, which is perhaps the more probable, at least more in line with the thing we are talking about now, is

the getting together of the employer and the employee, and if you want to know the man that I am looking to at the present time with the greatest faith and hope, so far as industry is concerned, is not any of these men that go around talking to conventions like this, on a day like this, but he is the industrial engineer, that can go into a plant, machine plant, humanize it and show the men how to get the same kind of output out of the human machinery that is there that his predecessor in the last twenty-five years has done, to show him how to get it out of the cogs, the wheels and the pulleys. I think that is where we have got to look.

I want to say one or two things more. I do not believe it is possible to bring about cooperation between the employer and the employee by campaigning. I know we are a nation of campaigners. I discovered during the war that we can sell anything to the people of the United States we want, if we just go about it right, and we are right in the midst of a great lot of campaigning at the present time. If you want to create an impression all you have got to do is to cut the price down, start on the street, do a little whooping, yelling and singing and the depression will disappear and prosperity come in. It may be so, I doubt it. I do not believe we can bring about cooperation between employer and employee by campaigns, because after your campaign is gone you have still got the same people left, and the problem is how to get those people to work together. Now we are having a beautiful time over in Boston. We are having a cleanup over there. We have two or three judges, the prosecuting attorney, a lot of lawyers in high positions, the bar association in Suffolk and Essex counties have gotten together and they have recommended that those fellows be disbarred from the practice of law. I do not know how you feel about it, but I think when a lawyer gets to the point where the rest of the lawyers think he is not fit to practice law there is just one place where that fellow belongs and that is behind the bars for life. Of course they are not going to get there, but we are going to have a cleanup campaign we are going to put those fellows out and we are going to have an honest government in Boston for awhile; not very long, we are going to have it from the time the folks who are now in turn the key and get out and the time when under the new administration there is something to take up. What is the reason for that? Because the majority of the population of Boston are rascals, always have been. We had Captain Mather, Jonathan Edwards, we had Roger Williams, Ralph Waldo Emerson and Billy Sunday, and this winter we are going to have somebody else, and this is going to be the best winter for saving souls for many a day, and after it is all over we are going to have the same people, the same old rascals in there to do business with that we had before. Captain Mather himself was something of a rascal. I don't know whether Irish, or what, when you eliminate the nationality you have the rascal left just the same.

Take a conference like this, held in this beautiful room where we sit today, we are here talking about cooperation between employer and employee, about the various standards. The result of it is not going to be much, excepting the lowering of the steam pressure on the dial of three or four of us that stand up here on the platform. After we go out we are going to have the same kind of people that

we had before and there is not going to be very much more cooperation in the world as the result of this conference or as the result of our talk. If you really want cooperation between employer and employee you ought to pray that our major industries get into the same shape that the railroads of the United States are in today. I really think there is a fair chance of a reasonable degree of cooperation, I mean the kind of cooperation I spoke of at the outset, on the railroads in the next five or ten years. Why is it? - It is because they have come to a place on the railroads where neither side, neither the employer nor the employee can get what he wants without cooperation. The consequence is we are probably going to have cooperation on the railroads before very long. That is to say, we, you men and women that are here, and others that are like us and better than we and worse than we are, all over the United States, we cooperate when we have to and we do not cooperate when we do not have to. We are going to get a better day when we demonstrate the bankruptcy of the things we are doing today. We are not going to have the better things brought in by campaigning eloquence. It is going to come simply when we demonstrate the bankruptcy of the way we are doing it. Then we shall have the law of supply and demand and settlement by such economic and social pressure as we can bring to bear upon them, then perhaps we will have something like cooperation, but I imagine that in the year 3000 A. D. you may perhaps be having a meeting in this same room discussing the same subjects that we are talking about today. You will not call them by the same name, if you did you would not get anybody here, but the wise people of the year 3000 will know how to invent new names for these old things, but it will be the same old things that you are talking about in the year 3000 A. D. that you are talking about now and there will be a whole new generation of people in those days, just as these persons today, there will be good coming out of the fight of 3000 just as there is good coming out of the fight of 1921, and it is altogether possible that in the year 3000 you may have some smart chap from Boston to come on and tell you all about it.

INDUSTRIAL COOPERATION: THE STATE

Lieutenant Governor Edward E. Beidleman.

The government factor in industrial relations is so new as to almost verge upon the radical. For years there were but two sides to the industrial problem—capital and labor. The economic war waged between these two has been so persistent and relentless that the mere mention of the names suggests enmity. A big step toward better industrial understanding was made when the terms employer and employee began to supplant the names capital and labor. Another great advance was made when the public was considered as a factor in industrial relations. The consumer, being the common denominator in all industrial problems, although we were slow to recognize it, has already helped considerably towards arriving at right solutions. The new partner in industry—the state or government—is still looked upon with considerable suspicion.

There is a reason, of course, for the hesitation in bringing the government into our industrial affairs. To some people this means government ownership. In the minds of others it suggests a form of autocracy that does away with certain inherent rights of those who work and those who employ. There is precedent enough for either contention. The fact is that it is our belief that it is not the function of the government to control industry, but rather to regulate it. The relation of government to industry and commerce must be primarily that of preserving equality of opportunity for all. Rightly conceived, it stands for the square deal in all industrial issues.

It moves in the realm of law. The business of the state in its service to labor and industry is to administer and enforce the labor laws upon the statute books. In this Commonwealth this means that the Department of Labor and Industry is constituted by law to administer some twenty-five or more laws, nobody knows how many more, showing the necessity for the codification of our labor laws. In addition there are some thirty or more safety standards or codes which are drafted under the law and intended primarily to protect the life, limb, health and morals of workers in industry. The laws and regulations, as well as the organization to administer and to enforce them to apply to the employer and employee and in more remote sense to the public. Thus it is evident that the place of government in industry is by the side of the other three factors and in a real sense completes the partnership. The state is the law partner of the firm.

A closer view of the work of the Department of Labor and Industry for example gives an idea of the type of service rendered. The present plan of organization provides for two Boards - (1) the Industrial Board and (2) the Workman's Compensation Board, five bureaus, - (1) the Bureau of Inspection, (2) the Bureau of Mediation and Arbitration, (3) the Bureau of Employment, (4) the Bureau of Workmen's Compensation and (5) the Bureau of Rehabilitation and one Division - the Division of Hygiene and Engineering. The Industrial Board in its organization epitomizes the industrial cooperation with which we are concerned in this session of the Conference. It is composed of the Commissioner, who represents directly

the state, a representative of employers, a representative of employes, a representative of the public and a representative who must be a woman. In fact this organization is almost prophetic of what perhaps is the next advance in industrial co-operation, that of giving womanhood her due recognition as the fifth partner because of her increasing participation in industry. The Industrial Board has a two fold function - (1) to investigate the enforcement of the labor laws of the Commonwealth and the effect of the enforcement and (2) to regulate, or to make rulings, applying the labor laws to specific cases. Through its rulings and safety codes it has a direct contact with the various industries of the state and serves the employer as well as the employe.

The Workmen's Compensation Board and the Bureau of Workmen's Compensation administer the Compensation Laws of the Commonwealth and have rendered a very notable service that has won the commendation of the employer and employe and has reached into the home in its beneficent decisions. The Bureau of Inspection, as "the eye of the department", covers the entire state in its work of inspecting factory conditions, places of public assembly from the standpoint of fire and panic, and similar work, covering boilers, elevators, and the guarding of machinery. The Bureau of Mediation and Arbitration is empowered to offer its services in settling industrial disputes and the records show that considerable work has been done, much of which has been along the line of prevention or adjustment of difficulties before an open break took place. The Bureau of Employment, with its representative councils in the large cities of the Commonwealth, has been doing an excellent piece of work which is showing to advantage during the present unemployment crisis. The Bureau of Rehabilitation is doing a humane piece of work in restoring the industrial cripples to jobs in industry which make them happy and self-supporting. The Division of Hygiene and Engineering is offering expert service along such lines as industrial sanitation, industrial medicine and engineering problems in connection with the general work of the department.

This hurried survey of the scope and kind of work covered by the Department indicates how industry may profit by the co-operation with the state. The old idea that the state interferes with industrial progress does not hold good when one knows the facts. Of course care must be exercised in the kind of laws that are enacted by our legislative bodies. It is just as important, or more so perhaps, to see to it that the right persons are elected and selected to administer labor laws. Finally, the employer, the employe and the consumer must learn to call upon the State to help work out their problems in conferences and conventions as well as in the shop or factory. My appeal to the employer, employe and the consumer is don't let the state be your prosecutor, make it your defender and protector.

REMARKS OF THE CHAIRMAN

If there are no questions on papers, or if you do not care to discuss them I would like to make an announcement. A reception and dance will be held at Willa Garden, Fourth and Chestnut street at 9 o'clock. Delegates and guests can secure cards at the Information Bureau. We would like very much indeed to have all delegates and guests come to this party, as the girls call it.

I wish also to state this: That this afternoon the topic "Women and Children in Industry" will be discussed from four different angles. To those of you that have come from a distance it will be quite edifying to have you attend this session because of the prominence of the people that are going to deliver the papers and subjects which they are going to discuss.

Our meeting will adjourn now until 2 o'clock, when we would like to have the men come here as well as the women.

On motion, duly made and seconded, a vote of thanks was extended to the speakers "For their very eloquent dissertation on the subjects and the splended speeches that have been made".

The meeting adjourned until 2 o'clock P. M., October 25, 1921.

WOMEN AND CHILDREN SESSION.

Tuesday Afternoon, October 25, 1921.

Mrs. Samuel S. Fels, Presiding.

SUBJECT: Women and Children in Industry.

- (a) Employment of Minors. Miss Mary Anderson, Director, Women's Bureau, Department of Labor, Washington, D. C.
 - (b) Industrial Fatigue and Seating. Miss Nelle Swartz, Chief, Bureau of Women in Industry, State Industrial Commission, N. Y.
 - (c) The Massachusetts Forty-Eight Hour Week vs. The Eight Hour Day. Miss Ethel M. Johnson, Asst. Commissioner, Department of Labor and Industries, Massachusetts.
 - (d) Employment of Women, Miss M. Emmaline Pitt, Specialist in Industrial Relations, Pittsburgh.
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Informal Tea at Women's Club, 101 S. Front Street, for all women attending the Industrial Relations Conference.

Meeting of Representatives of Women's Organizations at Women's Club.

Mrs. Samuel Semple. Woman Member State Industrial Board Chairman.

REMARKS OF CHAIRMAN

MRS. SAMUEL SEMPLE: Following the example of the General Chairman, the Commissioner of Labor and Industry in the State of Pennsylvania, I am going to call your attention first to the evening session, to be held in this house tonight. I also call your attention to the safety exhibit at the Penn-Harris Hotel and ask that you visit that and examine it carefully.

Representing the General Chairman, Dr. Connelley, it is my pleasure and my honor to introduce the Chairman for this afternoon, Mrs. Samuel S. Fels, of Philadelphia. Mrs. Fels, as President of the Eastern Pennsylvania Consumers' League, is well known to everyone in Pennsylvania as a leader of progressive movements, and as a woman very specially interested in the industrial question and as being very specially interested in the welfare of women and children in the industries and that is the subject for this afternoon. Mrs. Fels.

Mrs. Samuel S. Fels:

I am not going to take any of your valuable time to make an address myself, because we have interesting speakers and I am sure you are all waiting to hear them. The first speaker on the program this afternoon is Miss Mary Anderson, Director, Women's Bureau, Department of Labor, Washington, D. C., who will address you on the "Employment of Minors". Miss Mary Anderson of Washington, D. C.

EMPLOYMENT OF MINORS

Miss Mary Anderson

No single group of either men, women or children can be considered by itself when the problems of industry are under discussion. If manufacturers are planning a factory where women are needed, they select a city where men's wages are low. If mill owners want workers they advertise for whole families, regardless of age or sex. The following advertisement appeared in a local paper in a large southern city—"Wanted: Families of spinners and spoolers for night work. We can use members of families in other departments of the mill and can let some members of families work in the day-time, if necessary." The work of women is frequently the result of insufficient wages paid to men, but even more frequently when children work, do they work to help out the family income. The result of this early wage earning for children is not so noticeable until they become men and women. When, as was found in a recent survey of a large State, one-fourth of the women had either not gone to school or had left at ten years of age or under in order to go to work, you are inclined to agree with the woman who said, "I've never had a chance." If a child goes to work at 12 or 14, can you wonder when she grows old if she feels as one old woman did, "I've had nothing but hard times all my life and I don't see any bright spots." Even from the manufacturers point of view the employment of children is not all sunshine. One manufacturer explained that he was letting all his workers under 16 go, leaving only women. "Of course, you pay minors less but they can't work so long and they are not so steady and I find it doesn't pay", was his verdict.

The employment of minors is largely the employment of those between the ages of 16 and 18 years. In some States, as in Minnesota, they carry the ages of minors up to 21 years, and the minimum wage is set for minors and women. A very important question is the setting of the minor's wage, if it is a different wage from that set for adult women. The guiding principle in setting the minimum wage for women is that it should be a living wage for the individual woman and it is usually determined according to budgets and the budgets are the least that a woman can maintain herself in food, clothing, and housing, and with possibly 20 or 30 cents a week for amusements and 10 to 20 cents for donation to church or other organizations and a like amount for self-improvement, which means buying of magazines or newspapers. From that point of view then it seems that minors should not be treated differently from the adult. It is also a fact that a minimum wage is determined upon in industries where there is the least amount of skill and where a 16-year old girl or boy could do practically as much work as an 18 or 19 year old and with practically the same preparation for the work. We have in the minimum wage legislation provision made for the setting of wage for apprenticeship and it seems to me that provision is much more wholesome than the provision for the setting of different wage for minors. After all we think of the apprenticeship stage as being in the early youth. True it often goes into the more mature age but that is likewise taken care of by the apprenticeship clause.

Another problem of women's work where women's wages are more closely related to that of the minor is work taken home from the factory and done in the home. In a study made by the Children's Bureau in 1919, it was found impossible to distinguish between the amount of work done by the women and the children in the same family. It was estimated that hourly earnings for the family group averaged 11 cents an hour, and per person each hour 3 cents. In another survey of home work made by the Woman's Bureau, one woman said, "Home work is not worth bothering with if the children don't help."

Instances were found of very young children working hard at home work. One little girl of nine, whose mother had died six months before, was operating a foot press at the noon hour when she was home from school. She seemed to be the principal home worker, but it was her aunt with whom she lived who took the work from the factory. A younger brother and a little cousin helped slip on the rubber bands while the 9-year-old girl worked the press. When she was asked, "When do you have time to play?" her answer was, "Sometimes on Sunday". In addition to taking part in the home work the children often carry the work to and from the factories. The problem of home work can not be regulated as in factory work, with certain legal limitations for women, and others for children. If we do not believe that children of nine should work on punch presses, it is not enough to pass laws forbidding their employment in factories where such work is done, but it must be made equally impossible to do such work at home. In order to do this it would be necessary to safeguard women from themselves for the law would have to be against home work, not that women could do it and not children. Women with young children and households to care for, are the ones who do the home work and the right of any woman to be so burdened is not an individual but a social question.

The problem of the work of women and children is one for society as a whole to consider, and no one interested group should decide on the rules. It is a just rule that no member of a jury should have a direct interest in the case to be tried. The old countryman who charged well on summer for cutting a strip of grass because "it was a considerable strip", the next year when another man did the cutting, said, "He ought not to charge you much for that little snack", shows how even the size of a piece of land looks different when it is a personal problem.

More and more the women of the country are realizing that, although their children may not be going to work, it concerns them closely that other children are. Due largely to this pressure of public opinion, laws have been passed in all but two States, Utah and Wyoming, fixing a minimum age below which children are not allowed to work. In one State, Montana, the age limit is 16 years, but usually it is 14. In 1916 a Federal Law was passed prohibiting the employment of minors under 16 years of age by firms engaged in interstate commerce. This law was declared unconstitutional by the Supreme Court in 1918. In 1919 another Federal Law was passed placing a tax on all products of child labor of 10% of the entire year's profit. This is at present being contested.

The number of wage earners from 10 to 16 reported by the 1910 Census was 1,990,225. These included workers in all trades and comprised 5.2 per cent of the total number of wage earners reported at that time. There is no doubt but that child labor is steadily decreasing. A special report of the Bureau of Labor Statistics on Women and Child Wage Earners in the Textile Industry shows a decrease between 1880 and 1905 of 4.5 per cent in the number of workers under 16 employed in that industry.

In two large cotton manufacturing sections, the New England and Southern States, the former shows a decrease from 1880—1905, of 8.1 per cent in the employment of children in the textile industry and the latter 2.2 per cent. This report was issued in 1910. In 1920 and 1921 surveys made by the Women's Bureau showed but 1.9 per cent of children employed under 16 years of age in Georgia out of a total of 17,565 workers. In Rhode Island the proportion was slightly higher 2.1 per cent of 28,269 workers. These figures do not include workers in transportation, agriculture or street trades and in Rhode Island textile workers were not included in this survey.

These figures then show that there has been a considerable decrease in the employment of children due largely to the very effective education carried on by the National Child Labor Committee and other organizations which have constantly brought before the public the fact that the children have a right to their child life, to their play and to their education, and the right to grow in a healthy atmosphere to be strong men and women. The first child labor bill as administered by the Children's Bureau and later followed by the Revenue Act now being administered by the Revenue Bureau, had a large share in focusing the attention of the public on the futility of the employment of children in factory and workshop. But the best education of all I believe has been carried forward by the employers themselves. In studying the problem they found that child labor was wasteful labor—wasteful to the children and to the industry alike. They found that play could not be taken away entirely from the children and that they carried it into the factories—that they were not dependable workers and that instead of employing two or three children one adult worker could do the same amount of work and do it much more effectively for approximately the same pay that the two or three children had been receiving.

Industry is also beginning to realize the value of education, as workers more and more take part in discussions and determine the conditions under which they work it becomes increasingly important that they have knowledge and grasp of life in relation to these questions. During the war we found an appalling amount of illiteracy among the four and a quarter million soldiers. After all the four and a quarter million were only a small proportion of the one hundred and ten million people in the United States. The advance census figures are now telling us while illiteracy has decreased to a considerable extent since the 1910 census it is still very large—far too large for the safety and comfort of the citizens as a whole. In the experiment at the Bryn Mawr Summer School for Women in Industry where the only qualifications for entrance were the reading and writing of English and a good physical condition we found girls who had only gone through the third grade in school and some had

entered the factories and mills as early as ten years of age. This situation is not a healthy one either to the individual or to the country as a whole and while we have remedied this condition to a large extent, we still need to provide better facilities and extend the compulsory age limit so that the minors will have better opportunity for education before entering into industrial pursuits.

The happiness and safety of the people are dependent upon mutual understanding and cooperation and the foundation for this can be laid if we give opportunity for education and enlightenment in the early youth. On this opportunity for the children rests the future of men and women in industry.

INDUSTRIAL FATIGUE AND SEATING

Miss Nelle Swartz

I received a wire several days ago that the subject of my talk this afternoon was to be the work of the Women's Bureau in New York State, with especial reference to industrial relations, and I was very much surprised today to see that my topic on the program was Industrial Posture and Seating. If I had known that it was down as Industrial Posture and Seating, like the minister, I should simply have brought a speech which I gave last week in Boston before the Industrial Safety Council on Industrial Posture and Seating.

The function of state departments of labor, as they are popularly conceived, is that they are simply a law enforcing body. Not many years ago the Chief Inspector of one of our large departments of labor said that the value of a state department of labor and the measure of success achieved by a state department of labor may be determined by the number of prosecutions instituted for infringement of the labor law. This is tantamount of saying, of course, that the efficiency of a policeman depends upon the number of thieves in his district, or that the success of a school teacher is determined by the number of grammatical and other errors made by his pupils.

The function of a state department of labor, as we see it in New York State, is that it is first a law enforcing body, then it is a policy making body, and then it acts as a consultant body. In order to fulfill these obligations a state department of labor should, of course, employ industrial engineers, industrial positions, employment workers, personnel workers, statisticians and positions of all kinds.

The Department of Labor should have at all times an ever increasing fund of knowledge scientifically collected. It is only on the basis of this knowledge that intelligent industrial standards can be formulated and the state departments of labor should take the lead in the formulating of these standards. It is not so many years ago that practically the only thing that state departments of labor did was to enforce laws regularizing the hours of the employment of women and the granting of working certificates to children. To do this work it meant not much more than detective work, as important as this work is, which we realize, the kind of people who were engaged at that time by the state departments of labor, practically all that they needed to do was to swoop down on the employer after hours to see if he was violating the law governing the employment of women, and that all the children which he was employing had working certificates.

The state departments of labor must follow, of course, the new tendencies of labor legislation, they must watch and follow the new standards in industry and watch the development of industry. The basis of labor legislation today is not merely the limitation of hours. The basis of legislation today is the fixing of standard for lighting and for ventilation, the looking into the cause of industrial accidents and industrial disease and trying to eliminate, as far as possible, the industrial victims, and now the defective method of the old department of labor must give way to the scientific work on the part

of the personnel. The detective inspection used to be performed by rather ignorant and inexperienced men, but it is not so with preventive work. There is a growing need, of course, in every state for specific legislation. There is a growing need for specific rules for certain districts and for certain industries. Special industries must have exemption and so the whole tendency of industrial factory legislation has changed and our state departments of labor have changed with them. Because of the realization of the need for intelligently coping with some of the industrial ills and because these ills were particularly apparent in relation to the employment of women, the public spirited citizens of New York State several years ago created a Women's Bureau as a part of the State Department of Labor. Now the function of the Women's Bureau is primarily informational and policy making. In the organization of our State Department of Labor the Women's Bureau comes under the heading of informational and policy making. The function of the Bureau may be said to be the study and collection of material which can be used as a basis to formulate policies and standards regarding women workers, to promote conditions which will call forth the best energy, make them effective workers, increase their opportunities for successful employment and provide for the protection of their life and their health. The actual work of the Women's Bureau in New York is determined by the actual needs. As for example, during the period of the war when women were replacing men in such large numbers the contribution which we made at that time was the study of the replacement of men by women. We endeavored to inform employers the process on which women work most successfully, of the dangers of employing them at certain industries on certain processes and of the dangers to workingmen and women of underselling their labor. Several years ago when we in New York suffered from inadequate telephone service the government of the State of New York asked the Bureau of Women Industry to make a study of the employment of women in telephony, so that we could help the Public Service Commission in the fixing of rates. We made a thorough study of the telephone industry at that time, made definite recommendations to our Public Service Commission. The contribution which we have made to employers on the safety movement is a study of the working accidents which affect women. The compensation and accident material which have been collected, the sexes have never been separated and so employers and safety engineers did not know which accident the women suffered and so our Bureau made this study in cooperation with our Compensation Bureau, to find the cause of accidents among women. We discovered, for example, that the working women of New York State played no part whatever in the safety movement. Ever since 1881 we have on the statute books of New York a law requiring that all owners of factories and mercantile establishments should provide seats for their women workers, and yet our state, nor any state in the Union, had ever collected material to help employers understand the question of industrial posture or to help them in fixing standards of seating their workers. Our Bureau last year made a report on the question of industrial posture and seating. Out of which has grown, I think, in the last three months requests from 121 employers to come into their factory

and help them in meeting the problem of industrial posture. The last report which our Bureau has made is the study of conditions of employment in five and ten cent stores in New York State. This industry as you know, is a growing industry, and 87 per cent of the employed are women and we were called upon to make an inquiry into the employment of women in this very growing industry, with particular reference as to what standards could be formulated to increase efficiency of the salespeople and to advance their opportunity for profitable employment. We particularly went into the question of wages, to throw light on the wage payment in this industry, to present the attitude of the managers and workers towards wage payment and to suggest a line of development which would be more acceptable and scientific payment procedure.

In closing may I say that if departments of labor are to fulfill the trust and the responsibility which has been placed upon them and if we are to have the confidence of all classes in a community, and if we are to make a genuine contribution toward that most difficult of all industrial problems, human problem, you must see to it that departments of labor secure the most efficient and most highly equipped personnel.

EMPLOYMENT OF WOMEN.

Miss M. Emmaline Pitt.

Madam Chairman, ladies and gentlemen of this assembly. I thought perhaps I might deviate a little from the set program. I was to speak just a few minutes on what is closest to my heart, and that is industrial relations. So with your permission, Madam Chairman, I will make the change, perhaps not out of place, since we have so many gentlemen in the audience. Out of the yoke of Egyptian bondage came the redemption of God's people; out from under the rod of Israel came a great power and so I believe out of this period in which we find ourselves at present will come a higher standard, at least I hope so, though perhaps slow and gradual, comes a higher standard than we have ever known of industrial relations. When we pause to consider what we face today, when we trace along through time the different upheavals in the industrial world, when we glance back to the Constitution, when we look at the trouble out in Indiana, the outbreaks in Allegheny County, what we had on Irvin field in Pennsylvania, where men and children lived in tents on the hillside, where they suffered all that misery during the winter-time; when we look at all those things and see perhaps what we are approaching now, it certainly impresses us as a very serious, critical situation today. Down in West Virginia we see today the most vivid lesson of how men look at the industrial world today. They are men who look at you calmly and tell you what they intend to do. It would touch a heart of stone perhaps to go into that district and see and to know how they are losing faith in men, and I regret to say, some in God. So, ladies and gentlemen, you who have gathered here on this great mission today, I hope you will think seriously,

very seriously, of the responsibility which rests upon each one of us in trying to solve this greatest problem of the age. The temper of the present age shows men do not desire generosity, they want justice. Instead of alms they demand work. In the light of these two characteristics that are before us today we find a strange link, in a way strange, in some of the radical methods being pursued, and that is the link to Christianity, and if there are any ministers in the audience I wish to make my apology now, not that I differ with you in your aim, for I try earnestly to follow in the footsteps of the great Teacher, but I believe the paramount thought I bring to you today is that the church is not fulfilling its mission on the side of industrial relation. It seems as if there is an obvious kinship between this spirit of new philosophy and the spirit of Christian civilization. As we look back through the silent centuries of the past we see each period marked by certain central problems as paramount issues to be battled with. We speak with confidence of the mission of Christ to civilization, of the period of the Reformation, of the epoch of Napoleon. So through the warnings against greed for gold or lust for power we have reached this critical hour of the twentieth century, with our greatest problems still unsolved. By universal consent I believe industrial relations constitute the overshadowing problem of the day. We have been exempt from certain intensive periods of this industrial struggle, not that we as Americans have solved this problem, but because we have not been called upon to face them, but today, I believe, the battle is ours and in it we must face all the characteristics of American life which are combined to make the struggle perhaps more intense here than anywhere else in the wide world. The vastness of our concentrated wealth on the one side, independence, vigor and political power of the common people on the other side, unless we get busy at once, seems to forecast a long drawn out struggle. Nations do not die for wealth by the socialistic assailants but they die through injustice. History tells us that often through some age or other the historical opportunity comes, such as this, perhaps, we have just passed through, which stimulates the production of wealth, as in our war period, which breaks up the rigid order of the past and frees the energy of aggressive personalities and new classes, quickens the intelligent life, intensifies the sense of duty along patriotic lines. But there comes a moment when progress stops, and that is when perhaps as one side, a certain class, appropriates the results of labor and fortifies the right by suppression and consumes perhaps, as we are told, in luxury what it has taken from the other, which is a condition that we must help to correct. Then comes bitterness and strife and distress and waning service and duty to the Commonwealth. Then seems to come the stopping place of noble action. Men no longer love the Commonwealth because it does not represent the real Commonwealth of the common people, it does not stand for the great rank of labor which upholds its greatest power. Exploiting creates poverty and poverty, we know, is followed by physical degeneration. Education, art, wealth and culture may continue to advance and may even attain to its most. The trouble was intensely felt, as the industrial question today is bound to find some channel of expression and we see it in our midst today and in this subject of industrial relation

we want to know what men in these days think of duty and what women think of business obligation and how they are endeavoring to fulfill the great end of life. The philosophy of the common people is faith with God but as soon as the philosophy of the business world encounters philosophy such as this and when an attempt is made to show that the Christian law of love is valuable and an obligation for business as well as private life we hear such expressions as "do not mix religion in business, business is business." These common maxims show the consciousness that there is a radical difference between the two sides of life and the Christian realizes the conduct would forbid many transactions common in our industrial world today.

Thus wealth is perhaps on two different sides, each governed by a law all its own. When a man lives a respectable and religious life in one part of the city and a life of business in the other they say he leads a double life, and that, ladies and gentlemen, is the condition forced upon Christian businessmen today by the antagonism between Christianity and competitive commerce. They have tried to do what Christ declared impossible, to serve God and mammon. It is little wonder that many try to maintain their faith in their own integrity by denying that business methods of today antagonize Christianity. But the rest of the community judges very differently. The moral sincerity of the most prominent members of the churches today are questioned by the public, which has little sympathy with the situation in which the great business man, the captain of industry, finds himself today. This condition deeply affects the moral prestige of the church and they are forced into the defensive attitude instead of the challenge of the community to measure up to a higher standard of moral ethics. When two moral principles are thus forced into antagonism in daily life the question is which will be stronger? If the church cannot Christianize commerce then commerce will commercialize the church. When churches buy and sell they frequently drive hard bargains and when they hire and dismiss their employees they are giving criticism to the method of the labor market. In the usage of the church these domestic and moral ethics which savor of antagonism and commercial methods today are considerably toned down, or the edge is so blunted by some sort of an exegesis that it is shown by the one explaining it that it is not intended for this hour of industrial and social life but perhaps for the millenium. Ladies and gentlemen, I believe you will agree with me when I say to you that the church is not fulfilling its mission as far as industrial relations are concerned.

If we travel out over the great industrial centers today and look at the thousands of men and women on the verge of starvation, when we look at innocent little children scarcely clad, with hardly anything to eat,—such homes I have been in within the last ten days,—we ask ourselves "Where is the blame?" Surely such conditions demand a cause and in this conference you will get the cause and seek a solution for many of these grievous questions. While we are here let us seek to crystalize at least some plan that will relieve the intensity of the situation. The ideal standard of industrial relations, I believe, will only be attained when the hearts of men become filled with that spirit

of the Master, when the selfishness of greed on both sides, when the criticism and fault finding of labor is thrust aside for a greater spirit of cooperation and the captain of industry leans forward to meet him half way, then, I believe, we will come near that better and stronger life which means much to our nation today.

THE MASSACHUSETTS FORTY-EIGHT HOUR WEEK vs. THE EIGHT HOUR DAY.

Miss Ethel M. Johnson.

Before attempting to discuss the forty-eight week and the eight hour day I think it might be well to define what we mean by the eight hour day. I say this decidedly after the experience I had here last winter, when I spoke in this chamber for the eight hour day, I supposed, only to discover after I had concluded that what I was expected to advocate was not the forty-eight hour week, as I had done, but the forty-four hour week, as I had not done. Under the circumstances I accept as poetic justice that I should be asked to speak on this subject again.

I am going to assume the form of legislation to be considered as the eight hour legislation is not the type in vogue in Montana, Arizona, California, but rather the form embodied in the measure as it was introduced before the Pennsylvania Legislature last winter and which obtains in actual practice in certain branches of organized industry, notably garment and printing trades.

There is another matter I want to make clear at the outset, and that is that I have no particular acquaintance with this particular form of legislation, its peculiar advantages or disadvantages, so that I shall have to confine myself mainly to telling you about the Massachusetts law, what it is, how it functions and the principal respects wherein it differs from the eight hour day.

The forty-eight hour law of Massachusetts went into effect in July, 1919, so it has been in operation for something more than two years. This year an important amendment was enacted, effective last August, which extends the scope of the law so that it now covers practically the women who are actively employed outside of professional and clerical lines, private domestic service and farm labor. Specifically the law covers women and minors under eighteen years of age, both sexes, employed in laboring in factories, workshops, mercantile, mechanical, manufacturing establishments, for express transportation companies, in telegraph exchanges or telephone offices, in hotels, laundries, manicure and hair dressing establishments, private telephones, switch boards or as elevator operators. You see the Massachusetts law enumerates the type of operation covered instead of making a blanket provision, as the Pennsylvania law does. For the women and minors in the occupations listed the law provides a maximum nine hour day and forty-eight hour week. There is no limitation confining the number of days that may be worked a week, as in as in Pennsylvania, but through the operation of two other laws that

result is secured for practically all the workers affected by the forty-eight hour law. For example, the one day rest in seven law, which applies to all employees in manufacturing establishments and all the other establishments, with certain insignificant exceptions, among which are hotels, restaurants and drug stores, and the child labor law, which provides for boys under eighteen and girls under twenty-one for most of the occupations covered by the forty-eight hour law and six day week.

There is another provision of the child labor law in connection with the forty-eight hour law, which I will mention here, and that is the restriction of the hours of employees under sixteen to an eight hour day. For minors under sixteen in the Massachusetts law is an eight hour law. Then in connection with the continuation school law, which requires attendance of employed minors from fourteen to sixteen at continuation schools at least four hours a week, with the further requirement that time must be counted as time actually worked, which brings the actual working schedule for such minors to a forty-four or in some cases to a forty hour week, according to the running schedule of the establishment where they are employed.

The Massachusetts law makes no provision for overtime to make up the time lost on account of legal holidays. There is, however, provided for overtime, when authorized by the Department of Labor and Industry, in cases of extraordinary emergency, such as danger and health, property, public health or public safety. Most laws limiting the hours of labor, as you know, make provision for some exemption. The Pennsylvania law, I believe, exempts the fruit and vegetable canners. The Massachusetts law provides for exemption for manufacturing establishments where the Department of Labor and Industry has deemed the occupation to be seasonal. In such cases the weekly limit may be fifty-two hours, provided the total number of hours worked during the year, exclusive of Sundays and holidays, does not average more than forty-eight a week. So much for the law itself.

I assume that you would be deeply interested in the effect of the law, whether it has driven industry out of the state because of replacement of women by men, reduced women's wages, or had any of the other dire results predicted when it was first enacted. Also what is the attitude of employers and employees towards it? The Department of Labor has made no special investigation as to the effect of the law with regard to its acceptance. The general inspection work of the department and the complaints received regarding violations give an indication of the results and these indicate for the great majority of employers a ready acceptance of the law, a willingness to put it into operation. The law went into effect with practically no difficulty and apparently little inconvenience to those affected. A good many employers anticipated the time when the law would become operative and adopted a reduced schedule prior to that time. Where violations were found they were usually due to ignorance of the law rather than to any intent to evade and very largely they were in small establishments and point for more need of educational work in explaining the labor laws.

With respect to the effect on wages, the investigations and inspections made by the minimum wage commission, which is now one of the

branches of the Department of Labor and Industry, give some indication. For the occupations covered the inspection work showed that in most cases where workers were employed there had been just prior to the date the law went into operation increases, usually just the amount compensated for shorter hours, although in some instances it was larger than it, so that employees benefitted not only by reduced hours but by increase in wages.

The Federal Women's Bureau made a study of the operation of the forty-eight hour law in Massachusetts in 1920, the early part of the year. They collected as a basis for that study two types of establishments where women and men were employed and where women did not predominate, so that it would give a fair indication of the results, the industry selected being the manufacture of rubber goods and electrical appliances. Records were taken for the establishment in April, three months prior to the date the law went into effect, and again in October, three months after it had been in operation. The records were taken for the total number of months and the number of men and women, to show whether there was any change in the proportion of women employed. The result of that study showed that during the six months' period there was an increase of something like 9 per cent in the number of women employed in the establishment in question and practically no change in the proportion which women represented of the entire working force, there was a decrease of a fraction of 1 per cent. The effect on wages, as found by the Women's Bureau, was practically the same as that shown by the inspection work in the minimum wage division. That is, after the majority of piece rate workers received increases in rates and that there were something like 21 establishments that report on the change in rates and out of that number 17 had increased both time and piece rates, 7 had increased time rates and 1 increased piece rates and only 1 out of the group had made no change in rates. There was only one case reported where a decrease in compensation resulted in lessening the price for women. That was in one of the electrical plants and with that one exception no case discrimination against women on account of the change was either found or reported.

It is much more difficult to secure information as to the effect of change in hours on production, and that, of course, is the form of evidence in which employers are most interested. There have been a number of attempts to get information but there are so many factors involved, rate of pay, kind of work, whether manual, machine or hand work, type of workers and kind of management, that it is very difficult to ascribe any particular result to any particular factor. Very significant testimony with respect to the effect of shorter hours and production was given by one of the largest textile concerns in the country. One of the largest employers of women in the State of Massachusetts, that was the American Woolen Company, and this testimony was given in an advertisement which appeared in the Outlook six months after the law had been in operation. The article was entitled "Clothing and Value" and the section to which I refer was shorter hours and higher wages and increased output. I intended to read an excerpt from that to you to illustrate the point, but unfortunately I am unable to do so, as I was relieved of all my papers and other belongings in New York this morning. However, the writer

stated that the reduction in hours and increase in wages which had accompanied that reduction had resulted in increased output and in greater efficiency than the concern had ever known in the past. I think the most significant testimony given as to the effect of the law comes through the enactment of the amendment passed this year extending very widely the scope of the law, including certain few women and girls who had not previously been covered, women in hotels, laundries and manicure and hair dressing establishments motion picture houses and private switch boards and elevator operators, who had not previously been covered.

The enactment of that law, under the circumstances, in view of the action by legislatures in neighboring states on some measures and in view of the time of the fact that this work on account of business depression was considered a particularly unfavorable one to secure labor legislation of any sort, because I think pretty definite proof as to the advantages derived from that original legislation was brought in by the working men and women themselves. There was practically no opposition to its passage and apparently lawyers and the public accepted it as the natural correlary to the existing law.

The Massachusetts law has certain defects. I do not want to leave the impression with you that the Massachusetts law is ideal, because it is not. There are certain very serious defects in the measure and I should like to take just a few minutes to call your attention to these. Particularly among these are the provisions for the inclusion of the words "in laboring", which restricted the operation of the act to women employed in laboring as distinguished from clerical work. The inclusion of the seasonal exemption, the provision for a nine hour day and the lack of any limitation on the number of days worked per week, and most serious of all is the lack of a definition of the terms day and week. Because of this last mentioned fact it is possible in establishments which are not covered by the one day's rest in seven law, to so arrange the working schedule as to practically defeat the intent of the law. In the case of drug stores, for example, it is possible by starting the shift on some day other than Sunday and by having a short shift one week, to require women to work as many as 57 hours the following week, and such practices are not only possible but they are actually being put into effect, and according to a recent opinion of the Attorney General it is perfectly legal to do that, because the term week, as used in the law, is not defined and it is defined by the Attorney General as meaning a calendar week, so that the prohibition that a woman may not be employed more than 48 hours in any one week means simply that they may not be employed more than 48 hours in a week beginning on Sunday, but in a week beginning on Monday, Tuesday, Wednesday, or any other combination, the limit restriction does not apply.

The same condition would hold with the term "day" so that it only waits for some enterprising employer to arrange his schedule so that 17 consecutive hours do not come within a calendar day to establish that as a new limit for the working day. The possibility for hotels and all night restaurants are interesting, but from the health standpoint the value of such an elastic forty-eight hour law is somewhat questionable. The inclusion of the term "in laboring" as I mentioned,

restricts apparently the application of the law to the manual worker as distinguished from the clerical worker. There have been conflicting opinions of the Attorney General and some of the lower courts. As the law is administered it applies to women in industrial service as distinguished from the stenographer or bookkeeper.

The reason for the seasonal exemption has very little to commend it. That offers an opportunity to break down the intent of the law. It also encourages, or tends to encourage, a tendency in industries, which is one of the contributing factors to unemployment. That is seasonal and when once granted it applies for all time practically and not only to the establishment which asks for it but to all establishments in the occupation and not to a certain group only but to all women and to all minors over 16.

The nine hour limit is the least serious of the defects in the law, if it may be found a defect. I am not entirely sure that it is, because it provides for a certain elasticity in the operation which would not otherwise be secured. It means possibly the meeting of individual needs and is some times to the inconvenience of the employee just as much as to the employer. It means in many cases instead of the half holiday, which would not be secured in the case of a rigid eight hour law for the eight hour working day. I think the majority of the women workers prefer the Saturday half holiday to a somewhat longer schedule possibly on other days of the week than eight hours straight through six days. In actual practice it means eight and one half hour days for say five days in the week, with five or five and a half hours on Saturday, and in some cases it means actually an eight hour day and the forty-four hour week.

With reference to the forty four hour week by legislation, so far as Massachusetts is concerned, it seems to me, it would be more important to remove the inconsistencies and weaknesses of the present law, rather than to attempt to reduce the hour limit further. There are doubtless operations and processes where a forty-eight hour week is too long, where an eight hour day even is too long, but in such special cases the problem can, or should be, met by intelligent business management somehow or other, by public opinion or through collective bargaining. The basis for legislative action must be evidenced for a general need of the change and it must be supported by strong public opinion. We have not as yet secured the adoption of the forty-eight hour week. There is need for greater uniformity in the labor laws and I think more benefit will be secured to employees by trying to secure uniformity in labor laws. Raise the standards of given states to those that have already been adopted and approved in other states rather than trying to perfect substitute standards in single states.

The adoption of a forty-eight hour week, an effective one. I do not mean one like the Massachusetts law, but the adoption of a model forty-eight hour law by an industrial state in the east like the State of Pennsylvania or New York, would accomplish more, I think, than anything else in securing the general adoption of a forty-eight hour week. It would certainly be followed by some legislation in the neighboring states and I feel confident, if we persist, in securing a more effective forty-eight hour law in Massachusetts. I do not think it is possible to secure much farther advance in effective labor legisla-

tion in Massachusetts until some of the other industrial states have taken action. In this connection it should be remembered that Massachusetts is still the only large industrial state which has enacted a forty-eight hour law, just as it is the only eastern state and large industrial state that has enacted minimum wage legislation, or any board, and although it has been demonstrated that competition is frequently shattered, there is greater variation in working conditions within the state than outside. The bugbear of competition from other states with less stringent labor laws persist as the chief objection and the greatest obstacle to securing high standards for the existing laws. So I am not wholly disinterested in the position I am taking and not only of the working women of Pennsylvania but the working women of Massachusetts as well, in saying that I hope Pennsylvania will enact a model labor law providing for reasonable restrictions of the hours of labor for women and children.

DISCUSSION

THE CHAIRMAN: With Mrs. Semple's permission I would suggest that if any questions are to be asked the different speakers they may be asked, or any discussion in the subject that has been presented. Mrs. Semple, will that be allowed?

MRS. SEMPLE: Yes. May I ask Miss Johnson a question? What she would consider a model labor law for women, for instance, Pennsylvania, with its reflex action on Massachusetts.

MISS JOHNSON: I think that the California eight hour law is a very desirable one. That provides for an eight hour day and forty-eight hour week. I do not feel, however, that it is always advisable to have an absolutely rigid limit on the number of hours per day, because I think that where you have a forty-eight hour week and eight hour day the tendency is to work eight hours for six days in a week much more than if there is elasticity in the schedule, such as is secured by the nine hour day, and that feature in the Massachusetts law is, I think, not particularly objectionable, because it is definitely limited by a forty-eight hour week. It does not apply to minors under sixteen, it applies only to those over sixteen, and it means that there would be one or two long days in a week possibly, or possibly a schedule of eight and a half and then a shorter schedule, but aside from that I think the California law is desirable.

The CHAIRMAN. Any other questions?

I have been asked to call your attention to a tea that is to be given this afternoon by the Woman's Club, from 4:30 to 6 o'clock, an informal tea at the Woman's Club of Harrisburg, 101 South Front street, Front and Chestnut streets. All women attending this conference are invited to this tea. If there are no other questions I think we will call the meeting adjourned.

MRS. SEMPLE: May I explain that Mrs. Sackett is the wife of the Dean of Engineering at State College. Mrs. Sackett is also the Chairman of Education in Pennsylvania Organization of Women, known as the State Federation of Pennsylvania Women, an organ-

ization of the State. As the Chairman of Education in that organization and as the wife of the Dean of Engineering at State College, Mrs. Sackett is tremendously interested in extension work in industrial education, which Professor Sackett is carrying on from State College as a centre. I understand that Dr. Sackett has in extension classes over the state between seven and eight thousand industrial workers,—men. Mrs. Sackett feels that it would be highly desirable to extend that work to the industrial women of the state, and it was the hope that this afternoon she would be able to present and speak rather briefly of her plans in that direction.

I take the liberty of asking for the privilege of making this statement in order that the women who are here, a number of whom I know were interested in club activities throughout the state, may be prepared for a request from Mrs. Sackett that they be interested in that particular development of education in their own neighborhood, and may I add too, Madam Chairman, to the gracious invitation to the tea, that the ladies who are giving it would be pleased also to have the men present attend that tea. The invitation is to all, and may I add also this item of information concerning the program of this evening. I am told that this evening's program is an echo of the great conference on unemployment, in which we have been so much interested, held in Washington. So that those of us who wish first hand information on what was done there may secure it, I think, to a very considerable extent, by attendance on this evening's session.

I am wishing that we might hear also from Miss Swartz and Miss Johnson along the lines of this discussion of legislation that would be ideal for Pennsylvania. Perhaps what would be ideal for Pennsylvania might be a guide a little bit as to what is good for New York and what Miss Johnson has discussed is good for other states of the Union. Thank you, Madam Chairman.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: I would like very much if the ladies of this conference would be at the meeting tomorrow on Industrial education. I do not believe there ever was a time in our history in training the young people the way in which the state would like to have them as now, and if the women, both in other states and here, if they could come and stay tomorrow and get the idea of just what it means to have these extension schools throughout Pennsylvania, Wisconsin, Massachusetts and New York, I think it really would be worth while. It is a serious problem with us now because we heard this morning just what it meant for the people of the country to be educated along certain lines and last summer for the first time in the history of the United States and the college world there was a course at Bryn Mawr. Now we do not know, as laymen in our work, we do not know whether or not that has been a good thing. We do say that all education is good, but we are not sure that is a step in the proper direction, as was anticipated by the people who first started it. Many of us believe that it is, but we are not sure and tomorrow, if in the papers that are being discussed and will be read, the discussion can come up to show just what this means to the country, because, as I have said there has been no time ever in our history where the people are seeking education as now and I would like so much to have you come, if you can, to this meeting tomorrow.

There is another thing, Madam Chairman, that I would like to ask, and that is this: We find a great deal of trouble in interpreting the law on the eight hour day and forty-eight hours a week. We have after all had to consult the people that were deeply interested in it, the workers. Now I say this, and I trust I will not be misunderstood, I say this to those who are handling any civic body, the law, not the state, but those who are destined to handle the law and go into places where the eight hour day is supposed to be prevalent according to law, and where they will work for the summer months on their own direction nine hours a day and work less on Saturday, I say that the trouble has been with the people who handle the law outside of the state, and those people who do the work. In the Industrial Board we found it frequently that they make application to us in many of the houses, in many of the shops, during the summer that they would like to work the forty-eight hours a week, they would like to work as they want to work, rather work ten hours a day, some of them, but they do not want to work more than forty-eight hours a week. Now I would like a great deal if we could have that clearly understood that the State of Pennsylvania tries to do the very best it can in the manipulation of its laws for its people and that if its people who are employed to work forty-eight hours a week according to the statute books, care to work one day ten hours and another day nine hours in order to be released on Saturday, I wish that they might take time before they begin their prosecutions, to look into it, that the state is doing the very best we can. You see we are just a medium between, if you please, the men who employ people and the people employed, but we would like very much if that could be done in the few minutes you have, if that matter could be discussed here. If I am asking too much I am perfectly willing, Madam Chairman, to do as we did before, smile and sit down.

THE CHAIRMAN: We still have a few minutes at our disposal, I should say such a discussion is in order. Will you open such a discussion, Mr. Connelley?

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: I have just asked the question, and that is this: Mr. MacIlwain said this morning, who is the public and who are the people? Now if our law says eight hours a day and forty-eight hours a week, those of you that interfere with the law in that case will have to go to the legislature and change it, and we would like awfully well to know now, or at any time, just what would be eight hours a day or forty-eight hours a week, when the very people, working in July and August, during daylight saving time, we have many times been corrected, tried to be corrected, and from the City of Philadelphia they have sent petitions to us so that they can plan their work, so that they will not work Saturdays at all. I wish the women of this conference, the other people, as well as the State of Pennsylvania, would try to define, if they can, eight hours a day and forty-eight hours a week. We want just a little light on the subject in administering the law, because after all the law is administered for the people and for the best that can be done. Now that is all, Madam Chairman, I just wanted to say that while we were in this meeting.

THE CHAIRMAN: Miss Swartz, have you anything to say on the subject?

MISS SWARTZ: In New York State we have a fifty-four weekly law and nine hour day, allowing one day to be longer than nine hours providing that one day is made shorter. In other words, we allow a longer day, for example, on Friday, so that the workers may have a half holiday on Saturday. The tendency in New York State is toward a shorter work day. The employers voluntarily are introducing the eight hour day in their shops and factories. The workers themselves and many of the employers are advocating closing all day Saturday, especially during the Summer months, and there are manufacturing establishments in New York City that close all day on Saturday the whole year through. These workers and these manufacturers advocate, of course, limiting a work week rather than work day, because many of them feel that having two free days, Saturday and Sunday, at the end of the week makes up for any long day which they may have during the week. The fight, if I may call it a fight, in New York State, that we have had during the last few years on a forty-eight hour week has been cleared up around this argument as to whether we shall allow longer work days during the week in order to provide Saturday closing all day. The sentiment in New York State is somewhat divided, although I am inclined to think that the majority of the employers and workers themselves are in favor of closing all day on Saturday and thus allowing a longer work day during the week.

MISS JOHNSON: I think that the workers are as a rule very much desirous of having a Saturday half holiday or if they can all day Saturday and a reasonable extension beyond the eight hour limit is usually acceptable to the employee if they can be assured of the shorter day on Saturday and shorter work week. In actual practice where a forty-eight hour week is adopted it really means shorter working schedule for a great many establishments. The employers in Massachusetts, many of them, have voluntarily adopted a forty-eight hour week before the forty-eight hour law was enacted, and at the present time many of them are operating on a forty-four or forty-five hour schedule. I think it was last September, at the last conference, there was voluntarily adopted a seven and a half hour day, which was starting work at 9 o'clock in the morning instead of 8:30 and during the summer they closed all day on Saturday. They, of course, have had a shorter working week than most manufacturing establishments. I think in manufacturing establishments there are some in Massachusetts that operate on a five day week, and that in those cases the workers prefer the longer days on other days with the provision for holidays on Saturdays.

The meeting adjourned until 9:30 A. M., October 26, 1921.

STABILIZING INDUSTRY SESSION.

Tuesday Evening. October 26, 1921.

Hall of the House of Representatives, State Capitol.

Hon. E. E. Beidleman, Lieutenant Governor Penna., Presiding.

SUBJECT: Stabilizing Industry and Employment.

- (a) Prof. H. G. Moulton, University of Chicago.
- (b) Samuel A. Lewisohn, New York.

REMARKS OF GENERAL CHAIRMAN CONNELLEY

I have one or two announcements to make. The first is in reference to a misprint on the program of Thursday, for the session on workmen's compensation. It should read 8 o'clock instead of 2 o'clock; as it is, it is a misprint. I hope that you will all take notice of it. We consider that this is going to be one of the best meetings, and those of you who can we hope will remain for this session. I also notice that the luncheon tomorrow of the Department of Labor and Industry inspectors is to be at 12:15 p. m. It will take place in the grill-room of the Penn-Harris Hotel, and Mr. Spicer, who has charge of the arrangements, must know those who will attend before 10 o'clock. It is quite necessary, indeed, to have a full meeting of the inspectors, as it will be the only time we will have an opportunity to talk over some work for the balance of the year; and I trust those in my hearing who are acquainted with those not in my hearing will carry the news to them.

I feel, ladies and gentlemen, singularly blest this evening, because for the first time in the last two years I have had an opportunity to present to you as chairman of this meeting a man, I will say a young man—he will always be a young man to me—the man who will preside at this meeting. And when I consider what he has done for some of his friends, when I consider for a moment what he has carried on in the last four years, a man who believes in human nature, a man who tries to help his fellow-man, if the fellow-man becomes discouraged in life and can only see the black things instead of the silver lining, and one who has never failed to keep an engagement when he makes one. In our program arrangements here it is hard to get a man in public life. It is hard, indeed, to have all the men who would like to appear, even though they are willing to appear. The conditions of the country are such, and the busy men with a tremendous amount of work they have to do, make it many times impossible for them to attend the meetings even though they want to; but between their official duties and the railroads and other things combined, they fail the people; but our good lieutenant-governor has always made it possible, and only last week I have known him to keep an engagement—there are no state police here, so I can tell you he rode over forty-five miles at over sixty-five miles an hour to keep an engagement. So if you get in trouble for speeding you might cite this thing, and he would be willing to go to the magistrate who has made the charge and get you out. He is noted for helping the other fellow always. I take great pleasure in presenting to you everybody's friend in the state of Pennsylvania, Lieutenant-Governor Edward E. Beidleman.

REMARKS OF THE CHAIRMAN.

Hon. E. E. Beidleman.

Mr. Commissioner, ladies and gentlemen: This speeding the other night was provided for by act of assembly; so there is authority of law and reason for it. Pennsylvania was mighty proud to open its triangle road between York and Gettysburg and Chambersburg and Harrisburg, and that night I was away late by reason of filling an engagement at York. That was admissible; but you have no reason to break the speed-limit on account of its having been exceeded on that night.

The conference is meeting now for the purpose of discussing the subject of stabilizing industry and employment, and Dean Connelley, in his usual way, has selected two men who are leaders in their lines in the country; in fact, he has selected a student of Princeton and a professor of the University of Chicago. He places Princeton on the list first, and the University of Chicago, second; but when the University of Chicago last Saturday defeated Princeton in football, it is rather a strange coincidence that Chicago would rather speak first instead of Princeton to-night. It is not because there is any feeling between the two universities, but because Professor Moulton desires to take an early train, and the gentleman from New York, who happens to be a graduate of Princeton, has generously acceded to the gentleman from the University of Chicago. A gentleman met me the other day and asked me, "Who is Professor Moulton?" I replied, "Professor Moulton is a professor of political economy in the University of Chicago; he was a member of the war policies labor board under the federal government during the war-period, and a student of industry." That much I knew about him; and when I endeavored to find out something more about him that I could say in introducing him—well, you know the story of the man who took his little niece out in the park and came across a colored woman, the first colored woman the niece had ever seen. She was taken with the colored woman, and she asked her uncle about it, and he said, "That woman is that way all over;" and she said, "O, Uncle, you know everything, don't you?" Now, Professor Moulton knows everything about the stabilizing of industry and employment, and I take very great pleasure in presenting him to you.

Professor H. G. MOULTON, University of Chicago. Mr Lieutenant Governor, ladies and gentlemen:

The subject under discussion this evening is in no sense a new one. It has been with us ever since industry became complex, ever since industrial society became highly developed. As a background of what I am going to say this evening, I shall therefore read to you, first, a brief statement, which was not written yesterday, nor the day before, nor last year, it was written by an Englishman, and after I have read the statement, which I think will sound familiar, I will tell you when it was written:

"Ample evidence abounds on all sides, besides the returns of the board of trade, to show the extent and severity of the commercial depression in England. In the foremost place stands the iron-trade,

one of the great staples of the nation. After a period of overflowing prosperity, adversity has stepped in with unprecedented severity. Prices were run up to extravagant heights; coals were easily sold at rates unheard of before; new coal-mines were opened; so were iron-mines; immense industrial activity spread over large populations; laborers were eagerly sought after; unions found a splendid field for their action; strikes urged on masters, already panting to hire new workmen, so abundant were the orders coming in," were forced by the threat of strike "to concede unwarrantable wages; profits still hold on successfully; and it was hard to say how wide would be the conquests of British iron. But where has the iron-trade been during the past few years. Let Cleveland answer, with her shut up mines, her unemployed population, her depressed wages, her, in many cases, extinguished profits. Finished iron, steamers, rails and other departments of iron production are all faint with slackness. In Wales, some of the greatest iron-works of the kingdom were brought to a standstill. The export of British iron to America has become so slack as to seem on the point of extinction altogether. The heart of business men has become sick with disappointment over announced, but never realized revivals. Both the prosperity and the depression of the coal and iron-trades have a very significant bearing on the cause and on the remedy, if any, of depressions, such as that which now weighs down upon England; the one needs as much attention as the other, as will presently be shown. Throughout the whole kingdom (of Great Britian) the blow has fallen heavily on wages. In vain have unions combined with extreme combativeness to resist the fall; natural forces were too mighty for them. Wages which were not earned by the value of the products created could not last without the ruin of the employers. The products had ceased to be demanded in the same quantities; to submit to half-time or lengthened hours, which would cheapen the goods manufactured, was inevitable under the alternative of a total cessation of work. None knew better the strength and range of the depression than the wage-receiving workmen in British factories. Even members of parliament, selected to protect the wages of the working classes, have come forward to press on their constituents and sympathizers the stern necessity of submitting to law which could not be extinguished by vehement clamor and artificial doctrines. But now, let us widen our horizon, and direct our eyes to foreign lands."

In the United States, as well as in England, this report goes on to say, the depression existed throughout industry. That was written in 1877, after three years of business depression. But 1877 is not the first depression date in England or the United States. I have here a series of dates of financial panics and depressions running back for two hundred years. The first one of note was in 1701, then followed one in 1711 1712, 1731 and 1732, 1742, 1752, 1763, 1772 and 1773, 1783, 1793, 1804 and 1805, 1815, 1825, 1836, 1847, 1857, 1866, all of these in Great Britian before the one of which I have just been reading.

With reference to the United States, a very brief summary and statement of what we have gone through in the way of oscillations in

business and depressions may prove of interest, because somehow or other it is not generally realized and understood that business moves always in cycles.

While there were some early disturbances of importance, it is generally stated that the first panic and depression in the United States occurred in August, 1814. It was a direct result of the capture of Washington by the British, though the disruption of trade and the exigencies of war-finance were contributing factors. This panic, however, was not the outgrowth of ordinary commercial and financial conditions; it was special in its nature. The first genuine crises followed by depression in the United States occurred in 1819, shortly after the conclusion of the Napoleonic war. It was in general the outgrowth of the abnormal expansion of manufacturing industries, occasioned by the embargo of 1807 and the war of 1812, and by the necessary readjustments that follow a period of paper currency. Not until late in 1821 did commerce and industry begin to revive. There followed a period of great prosperity and rapid territorial and business expansion, which continued with but slight interruptions in this country until 1837. In 1824 there was an industrial boom, and in 1826 there was a reaction due in part, to the European crises of December, 1825; but these were merely temporary deviations from an otherwise fairly continuous expansion. The crisis culminating in the disastrous panic of May, 1837, is associated with an undue extension of banking and credit, an over-provision of public roads, canals and railways, and excessive speculation in western lands. Recovery from the panic was very slow; indeed, it was more than a year before the banks resumed specie payments. A period of depression followed until the summer of 1843, and did not revive until the autumn. A general revival of trade began in the autumn of 1843, and continued without much interruption until 1857. The European crisis of 1847 exercised relatively little influence in the United States, owing to very large crops and heavy exportations of grain. There was, however, a minor crisis in 1848, occasioned, in the main, by the Mexican war. The period of rapid expansion came to a head in the very sudden and sharp crisis of August, 1857. While the financial disturbance appears to have been more acute than in 1837, industry and commerce were much less seriously affected, and in consequence, the succeeding period of depression was less universal in its effects. The depression reached its worst phase in 1859. Conditions were rapidly on the mend in 1860, but the outbreak of the Civil war in 1861 so completely disarranged the commercial and industrial activities of the nation that the return of prosperity was postponed for a half-dozen years.

Following the Civil war, we entered upon a new era of industrial expansion. Wide areas of agricultural lands were opened up, immigration was heavy, railroads were built on a scale hitherto undreamed of; built far ahead of settlements and the demands of trade. The great crisis of 1873 affected practically every operation of commerce and finance, and shook the credit-structure to its very foundations. The succeeding depression was unprecedented in severity and duration, continuing, in most branches of industry, until the end of 1878, and in many lines until the end of 1879. The largest number of failures occurred in the year 1878. After five years of practically continuous depression, prosperity returned, however, with bountiful

harvests and the resumption of specie payments in 1879. A period of world-wide prosperity was marked in the United States by another era of enormous railroad-building, industrial expansion and extravagant living, which ended in the minor crisis of May, 1884. The downward movement continued until 1886. After the recovery there was a season of moderate activity until 1890. The great crisis in Europe, attending the failure of the famous English banking-house of Baring Brothers, near the end of the year 1890, was felt acutely in the United States, though we escaped a complete breakdown, the enormous crops and heavy exports of 1891 tiding us over the threatening situation for another year or two. But in May, 1893, we again went to the wall with a panic, which, in many respects, was even more severe than that of 1873. This crisis, however, was complicated by the unstable monetary standard of the time; and by many it has been called a monetary rather than a financial crisis. It was doubtless a result of combined influences. The depression continued until 1896. Along with the entire commercial world, in 1897, we entered upon another great period of expansion, which was accelerated after the Spanish war. It continued with but minor reactions until the autumn of 1907. The crisis which ended in the panic of October, 1907, was accompanied by all the manifestations of such periods, and the depression which followed continued for more than a year. The succeeding years were marked by business and banking uncertainty, consequent upon extensive legislative experiments, Mexican troubles and the European war; and it was not until the outbreak of war in Europe, which occasioned a severe financial crisis and near-panic in the United States, that we again entered upon the upward swing of the business cycle.

I have given you this brief summary history of crises in the United States in order that you may see that there is a certain amount of periodicity, a fairly definite cycle-swing. For those of you who may be interested in politics, it is interesting to note that of the five periods of panic and depression that we have had since the formation of the Republican party there have been three when the Republicans were in office, and two when the Democrats were in. When the Democrats are in power, and we have a depression, they can always prove it is due to the misrule under the preceding administration; and the Republicans, when in office, can prove that it started during the preceding Democratic administration. The truth of the matter is that business cycles move through the various stages of depression, recovery and prosperity, crisis and panic, and back again to depression, quite regardless of political influences. The forces that produce these crises, the fluctuations and oscillations of industry, are rooted in the very warp and woof of the modern industrial system; they have relatively little to do with politics. In fact, we find the cycle movement all over the world; we find it when the Liberals are in power in England, and we find it when the Conservatives are in; we find the business cycle under all governments and parties in every land. We must therefore look for the cause in other than political factors.

So much for the background of the situation. If I may be permitted, I would like to speak briefly of the forces at work during a period of prosperity which compel a period of depression. I may say

at the beginning that, whether or not a period of prosperity is followed by a financial panic, it is followed by a period of depression more or less prolonged. A great many people, after the federal reserve system was established, thought depressions were impossible. Any close student of finance or banking, however, knew perfectly well that the federal reserve system was not designed to prevent business depression. It was designed only to prevent a breakdown of the whole financial machinery, such as occurs when we have a suspension of specie payments. The federal reserve system could no more prevent a period of depression than could the central banking institutions of European countries. All it could do was possibly to break the effects of a depression simply through giving better support to the banking system.

Coming more directly to the question, Why must a period of prosperity give way to a period of depression? When business is going on smoothly, and everybody is happy, and employment is steady, and prices advance and profits are large, why can not that continue forever? Why must there come a period of business depression? The answer is not altogether simple; but I think I can point out, in a very general way the forces at work which sooner or later compel a halt in every period of prosperity. You are all familiar, from recent experience, with the phenomenon of a boom period. You are familiar with the vicious spiral of rising prices, rising wages, rising costs. Whenever a period of business prosperity begins and an active demand in the markets occurs, when the orders on the books of business men are greater than they can fill, it is inevitable that the prices will rise, for the reason that "the traffic will bear" somewhat higher prices than prevailed before. Now, the moment impaired business conditions begin, there is an active demand for raw materials for use both in manufacturing finished products and in the construction of additional plant and equipment. In consequence there is shortly a rise in the prices of raw materials sold to manufactures. This results in rising prices of the manufacturers' finished products. And as soon as the finished products have risen in price there sets in a new chain of influences leading to increased prices in other lines, because the finished product of one line is the raw material of another line. It is not merely a case of profiteering, for the manufacturer has to pay an increased cost for the materials used in the manufacture. With the increased cost, if he is going to maintain a margin of profit, he finds that he must raise prices. Not only that, but you soon have a secondary influence. As soon as prices advance somewhat, a demand is made by the wage-earners, who assert that they must have higher wages; and if they are going to maintain their position, it is perfectly apparent that they must secure higher wages. Then wage-bills are raised, either because a threatened strike forces the hand of the employer, or because a sense of fairdealing leads the employer to grant the increase voluntarily.

Now as soon as wages have gone up another addition has been made to the cost. Then through the joint action of the manufacturer, wholesaler and retailer, the burden of price advances is passed to the final consumer. Hence prices mount rapidly; rising wages, rising costs, rising prices; rising wages, and rising costs. A vicious spiral,

we say, because no one factor alone is responsible for the rise in prices.

Now, you ask, why cannot this spiral go on forever? Why can't we continue indefinitely raising wages, costs and prices? We can't go on forever, for the simple reason that we run up against a sharp limitation in our banking machinery. It takes money to conduct business; business men borrow a large portion of the money they use in conducting business from the commercial banks. The larger the volume of business, the more they must borrow from the banks, and the higher the level of costs at which business is conducted the more they must borrow from the bank. During such a period as that of 1919 and the early months of 1920 prices were advanced by leaps and bounds; so that in late 1919 it took perhaps twenty-five or thirty per cent more to do a given volume of business than it did a year or so earlier. In 1919 it took double the currency to do the same volume of business that it took in 1914. This of course means doubled demands on the banks for loans.

Now the banks, contrary to popular notion, do not possess unlimited supplies of funds to loan. The amount of loans a bank may make is determined by the amount of cash reserve that it has. The cash comes partly from capital subscriptions, partly from earnings, and partly from the funds received from depositors. There is a total amount of it, and you can't increase it by artificial means. What happens when we are on the upward swing of the business cycle is that the reserves of banks gradually decline as bank loans increase.

I need not go into details; it is only necessary to point out that our banking experience has led us to fix a forty-per-cent cash reserve as the minimum required for safety. In the spring of 1920 we got down to 42.2 percent. We could go only a little further without serious danger of an old fashioned financial panic. The federal reserve system was not fire proof; but it did provide machinery, which, if utilized, could prevent panics of the old-fashioned kind. The machinery at hand was the centralized control of interest rates. By sharply raising interest rates business could be made so costly that business men would have to retrench. This device was finally utilized; and this, among other factors, brought on the business depression which began in May, 1920.

Now, when we once get into a business depression, we have the vicious rising spiral reversed, and have an auger boring downward. Early in the summer of 1920 there were many who argued it was impossible for prices to fall further, because costs of production would not permit it. But what happened? As prices in certain lines went down, raw materials needed by another line were reduced in cost; then wages were reduced here and there; thus another element in the cost of production was reduced. Ever since we have had a gradual reducing of the price of labor, a gradual reducing of the prices of raw material, and hence a cumulative reduction of costs through all the various stages of manufacture.

Such, then, is the nature of the modern business cycle. The great question now is how long a business depression must last. This brings us to the real crux of the problem of finding some means of stabilizing industry. Some light is thrown upon the nature of

a depression by consideration of the comparative duration of the depression of the past. There is one general view with reference to business depressions which has been given quite a good deal of publicity, namely, to the effect that depressions never last beyond from six to ten months. Those who advance this doctrine apparently forget the industrial history of this and other countries. I have already given you a brief outline of our own industrial cycles, but I want to refer once again to the duration of some of the previous depressions. The one following 1837 lasted practically six years, with brief intervals when there was a sharp rally, only to be followed by a series of new complications. The one after 1857 lasted practically two years. The one following the great panic of 1873 lasted almost exactly six years. The one of the early nineties lasted, with slight variations in the volume of business being conducted, practically five years. The one following 1897 lasted only about one year. So far as history goes, one might conclude that they may last anywhere from one to six years.

It will be interesting to see what it was that brought us out of the depression of the late seventies. What were the forces at work which finally started us on the up-grade again? As I have already said, we had five or six years of business depression ending late in the year 1879. What happened, to turn the tide? The United States at that time was even more largely dependent upon agriculture than now. Whether or not there would be agricultural prosperity in 1879 depended largely upon whether we would have large exports of grain and cotton. Now, the year 1878 had been in England and on the continent of Europe a year of tremendous wheat-yield, one of the largest in their history, and they had a great over-supply. Consequently it looked in the year 1879 as if they would demand even less wheat from the United States than ever before. It looked that way until well on in the spring of 1879. But there suddenly developed in England and, on the continent the most untoward weather known to the memory of living man and the continuous cold and rain led to an almost complete destruction of the wheat-crop in England and most of the continent. At the same time, by a strange coincidence, there developed in the United States the most remarkable wheat-growing weather we had had in a generation, and our wheat-crop in the year 1879 was by far the largest on record up to that time, and was not equalled again until 1891. Save in that year, it was not exceeded again until the outbreak of the Great War. As a result of the complete failure of the European wheat-crop and the very large wheat-crop in the United States, which could then be marketed at a very high price, prosperity came to the American wheat-farmer. At the same time, due to another curious coincidence, the cotton-crop of India failed, and in consequence the foreign demand for American cotton was larger than it had been in many years; and by another coincidence, in that year the Standard Oil Company succeeded in finishing its pipe-line from the middle west to the Atlantic seaboard, which made it possible to extend its exports of American oil. These three factors combined gave us a very large export demand, and with the large export demand came a revival of prosperity to American agriculture.

With a revival of purchasing-power among the farmers of the country, in every little hamlet and town throughout the length and breadth of the United States the retailers ordered more from the wholesalers, and the wholesalers ordered more from the manufacturers, and the manufacturers ordered more from the producers of raw material. And when these producers of raw material reemployed labor and set them to work, there were set up a new series of demands which worked back through the wholesale and manufacturing channels to other producers of raw material. In turn the increased output of manufacturing industry, led to the re-employment of labor in Pittsburgh, Cleveland, Chicago, and other industrial centers: and this increased demand was in its turn passed back through wholesale and manufacturing channels to the still other producers of raw materials. The whole industrial system is thus intricately tied together. Once initiated a business revival spreads rapidly throughout all industry.

It was an accident you see, that finally brought us out of the great depression of 1873—79. From my reading of industrial history, I have come to the conclusion that in all the great depressions which we have had, the recovery was due to accidental factors. When we are on the way up in the business cycle there is something definite which sets the brakes to industry, namely exhausted bank reserves. When we are on the way down there is no such brake. What is needed is some application of power to start the wheels going again.

Various remedies have been suggested from time to time for the solution of this problem. As I have already said, what the federal reserve system does in a period of prosperity is to raise interest rates, thus making it too costly for men to undertake new business operations; it compels retrenchment. The argument has been made that the way to overcome depression is to reverse this process.

The federal board should lower interest rates sharply down to five or four or three or two per cent, if necessary, in order to stimulate a revival of borrowing, and hence a revival of business activity generally. This argument has been advanced by many economists both in the United States and abroad. I think it overlooks two very important considerations. In the first place, cheap money alone will not bring us out of the depression. Cheap money alone, I say. I do not mean to argue that low interest rates do not constitute one of the important factors, but cheap money alone will not accomplish business revival. In the first place, a business man will not borrow money in a period of depression at six per cent or five per cent or four per cent, or even at one per cent, if he cannot find a profitable means of employing it; and he cannot find a profitable means of employing it unless there is a demand for his products. And even if business men were willing to borrow they would have to reckon with the banks. The bankers must scrutinize the security with unusual severity in time of depression. The banker will not loan money for four or even for two or three per cent if he does not see the money coming back out of a profitable employment of the funds borrowed. Is there any remedy? If cheap money is not the remedy, what is?

I am not here to-night, to present any panacea for all the ills of society, but I do believe that, if society will take adequate thought

of the problems involved, there is a way whereby we can gradually overcome business depressions. But it requires forethought; it requires preparation, in addition. In periods of prosperity make preparation for the lean years that lie ahead. The state of Pennsylvania was the first state in the Union to take a step in this direction through the creation of an Emergency Public Works Commission and the creation of an emergency public-works fund. In brief, the thought of lying back of this development is that there is a certain amount of public work to be done every year, for which preparation should be made by every state of the Union, by a majority of the municipalities in this country, and by the federal government. In periods of good times, in the up-swing of the business cycle, for the government to go ahead and spend all the money it has raised, is not only showing a lack of foresight, but it tends to intensify the evils which exist in the later stages of that period of active business. It tends to draw capital and labor away from ordinary enterprise. That does not mean that important public works shall not be undertaken every year; it merely means that of the total funds raised in any given year some percentage should be set aside, so that when the next period of depression comes government bodies would have funds laid up with which to enter upon an enlarged program of public construction. As to how much should be set aside, people will disagree. Some say set aside ten per cent every year, so that at the end of ten years you will have double the amount to spend, in the event of a depression. Others say work it out for a shorter cycle, and so that there would be three times the ordinary amount to spend in a year of depression. These details need not, however, concern us here, for we are interested only in the principles involved. The point that needs emphasis is that if throughout the length and breadth of the United States, our national government, our state governments, and our municipalities would put by funds in good years and have them ready to spend in a period of depression, we would succeed: (1) In increased output in the building materials trades, thereby increasing employment in one important branch of industry; (2) The increased employment in the building trades would increase the demands for consumption of goods at retail stores and this would result in an increase of orders at the wholesalers and hence at the manufacturers, who would then increase output. (3) The increased employment in general manufacturing would in turn stimulate new consumption demands at the retail stores of the industrial centers, and the effects would shortly be manifested in a further stimulation of business. The significant thing is that the moment you have given employment on public works a chain of demands is set up which reaches back through all the industrial channels. Then private employment is shortly resumed, and the situation shortly takes care of itself.

I think I should add to the suggestion that our governments, federal, state and municipal, should engage in the construction of public works, a further suggestion, namely, that business men generally should in periods of very active business prepare for the depression which is certain to come. This could be done through the establishment of unemployment insurance funds, and through the setting aside of funds out of earnings in the good years to be used in the period of

depression. During the last years of the upward swing of the business cycle there is always a very great amount of new building undertaken by public utilities, railroads, and industrial establishments of every kind. Those new undertakings are begun when costs are very high and labor hard to get, with strikes frequent, and the price of raw materials exorbitant, a costly time to do it; and on the other hand, if you wait and postpone some of these needed constructions until the period of depression comes, you can get labor more cheaply, you can get materials more cheaply, and then your new capital construction is incurred without exorbitant costs. In 1907 one of the leading railroads of the country did make such provision, and as a result they built in the year 1908 large extensions to their track and equipment. It was done at a relatively low cost. They profited by it, the labor which they hired profited by it, and through the influence of that demand coming from labor, all industry profited by it. The only trouble was that not enough railroads, not enough industrial establishments, and particularly not enough governments, federal, state and municipal were ready to step into the breach and create new demands.

You may ask why not do these things anyway in a time of depression, even if you haven't made preparation in advance? The trouble is, you can do very little if you haven't made preparation in advance. In a time of depression, with wages low and profits small, it is practically impossible to raise the quantity of funds required, either from taxation or by bond-issues. The time to prepare for the period of depression is during the good years which go before.

Mr. SAMUEL A. LEWISOHN, of New York. Mr. Lieutenant-Governor, ladies and gentlemen:

At Princeton we used to say that a perfect definition of an anticlimax was, "For God, for country and for Yale." I feel somewhat in the position of Yale this evening after the profound and well-balanced speech of Professor Moulton. As your chairman has said, I am no longer a lawyer. As a matter of fact, when I first met him this evening he said, "I hear you are a New York lawyer; What do you know about the problem of stabilizing industry and employment?" And I explained that I was either converted or I was a renegade, but that I was no longer a lawyer, and was now an employer. I just want to say one word before going into the body of what I have to say, and that is to supplement what Professor Moulton has said, calling attention to the fact that the president's unemployment conference has gone on record unanimously in favor of just the sort of remedies that Professor Moulton has proposed. It was the consensus of opinion among the economists and business men, the thinkers and publicists there assembled, that the very measures he has mentioned would go a long way towards mitigating this condition of cyclical depression.

Now, I am an employer, as I have said, but I feel that it can not be too strongly emphasized that, as the direction of the affairs of the business world lies mainly in the hands of employing management and financiers, that theirs is the responsibility for taking the initiative in adopting measures to minimize these unemployment conditions. Now, I do not mean in any way, of course, to suggest that

unemployment is the fault of these groups, or that they are responsible in the least for bringing about the conditions antecedent to unemployment. These are in the hands of the forces Professor Moulton has pointed out. But what I wish to emphasize is that these groups are the only ones that can be of large influence in mitigating these conditions. In this connection, seasonal and so-called normal unemployment, occurring in ordinary times, or in times of prosperity, must be sharply distinguished from the unemployment caused by the cyclical depressions which Professor Moulton has so interestingly and instructively and authoritatively described. The power to adopt measures for reducing ordinary year-in and year-out unemployment lies mainly in the hands of employing management, though we must not forget that the government, both federal and state, has the responsibility of establishing an adequate employment service, which, if well conducted, can certainly be counted upon at all times, to reduce a certain amount of unemployment.

I shall first take up the year-in and year-out problem, which, of course is an entirely different thing from the extraordinary unemployment which takes place at such a time as this. Though it varies from year to year, we might call it normal unemployment. It is due to various causes, as you all know. I think one of the chief causes, if you can assign any cause, is the so-called seasonal-industry problem. There are many industries such as the industry in which, I am engaged, metal mining, where in ordinary times, the men are engaged almost every working-day of the year, and eight hours of the day. But there are many other industries which, for one reason or other, are seasonal. In such industries they have the problem of what electrical engineers call the peak load. The particular business is concentrated at one time of the year; and unless something is done to meet the problem, there is no work for the employees, in those industries and the plant remains idle during the balance of the year. Such a condition has many evil effects. It is demoralizing to the workers, and piles up the cost of manufacturing. With human nature such as it is, continuous employment is a prerequisite to the stabilizing of man's character, and it is also a prerequisite to the lowering of costs.

Now, this is in no way a new problem, and we are all familiar with many of the common devices for meeting it. For example, in many communities we know of the man who goes into the coal business in winter and the ice business in summer. On the other hand, we have the migrating hotel-organization, which balances Bermuda in winter with the Poconos in summer. But it has only recently been recognized as a widespread problem that requires careful thinking and solution in many industries; only recently has the attempt been made to meet it in a country-wide way. Curiously enough, though there has been quite considerable recent interest in the subject, only one or two young investigators have delved into the subject in any comprehensive way. A questionnaire sent out by the economic advisory committee of the president's unemployment conference, primarily to ascertain what emergency measures were being taken by manufacturers to meet the present critical situation, incidentally disclosed that there were a large number of establishments that

were very seriously attempting to meet this problem of seasonal unemployment. It would be tiresome to retail all the different examples of these attempts to meet this problem. The measures used of course, depend upon the particular industry.

If we attempt a rough classification these may be said to be in the main three ways of meeting the problem. The first is by concentrating upon the distributive side of the business. For example, walnuts and cranberries, which were formerly used mostly during the Thanksgiving and Christmas season, have been made, by advertising, an all-year round business. The present enormous sale of the citrous fruits of California and Florida, formerly considered as foods for a brief season of the year, has been developed to an all-year or year-in and year-out business by the ingenuity of salesmanship and the cutting of prices at certain times of the year. We have of course the well-known example of the telephone and telegraph companies with their night rates which offer substantial reductions from their day rates. A well-known glass company lowered prices on goods ordered at certain times of the year, with a consequent regularizing of its business. In many cases it has been possible to get customers to order well in advance of the season. Another method is, of course, the stimulation of foreign trade, though, of course, that is pretty difficult at the present time, because of the exchange situation. The seasons in the Southern Hemisphere are the exact reverse of ours and it may thus be possible to meet the seasonal difficulty.

Now, the first is the distributive method of meeting the seasonal problem by the device of better distribution. The second method is the introduction of supplementary lines. This may take the form of either introducing wholly new lines, or, on the other hand, of studying the product intensively and adapting it so as to meet other than the seasonal needs. The difficulty of course here met is that a sales organization that understands how to introduce one line may possibly not understand how to introduce another. This feature should be carefully studied, and the sales organization properly educated to introduce new lines. A good example of adaption of a product is found in a manufacturer of tags, who has supplemented his regular business by the manufacture of paper napkins, for which there is a big demand in the summer; whereas the demand for tags is usually concentrated during the winter. Diversification is, of course, a healthy condition for any company, not only to meet the seasonal problem but also the problem of trade-depression, which often does not affect the same article at the same time.

The final method is that of manufacturing for stock, which may be made possible by providing the necessary storage facilities and financing. It may involve also the necessity of introducing a staple line that it is safe to manufacture for stock at all times. The slack season can be filled in by the manufacture of such staple articles. The replies to the questionnaire of the president's unemployment conference indicated that a great many employers are at the present time using this device.

Of course, in many cases we have a combination of all these methods, viz: the method of facilitating distribution, the method of introducing supplementary lines, and the method of manufacturing

staple articles for stock. For example, we have a company which has advertised dates which are given the name of a brand that is in demand at all times. In addition, careful packing and warehousing makes possible all-round manufacturing; and we all know the well-known Dennison Company, which adopts practically every device which has been above suggested.

Now, we must not forget that one possible method of meeting the situation is the planning of inter-departmental needs well in advance, and the balancing of decreased work in one department against the surplus of work in another, by the transferring of employes. Aside from the question of the individual plant, there have also been very interesting experiments where whole industries have made an effort to meet the seasonal problem. Such attempts are reported to have been made by the Cleveland clothiers, by the national association of dyers and cleaners, and by the macaroni and sugar industries.

The most comprehensive plan is that of the Cleveland clothiers. They have adopted several different new policies in their attempt at regularization. They are all very interesting, and I will mention each one. They are, first, the creation, through extensive advertising, of a permanent demand for a few styles, the steadiness of which demand permits manufacturing in advance of orders; second, the manufacture of so-called fillers, such as wash skirts, during the slack seasons of the year; third, the insistence upon reasonably long delivery-dates, which will not necessitate extensive employment of casual help; and, fourth, the engaging in some contract-work for an allied trade, such as that of men's clothing, during the dull seasons of the year. In Cleveland we have the gratifying spectacle of the union leaders exerting their influence in this constructive side of the industrial problem. Instead of merely concentrating on the daily-wage problem or playing a purely negative role, the unions have pressed for regularization. For example, the referees, in granting a wage-decrease, caused an unemployment-fund to be set aside equal to seven and a half per cent of the direct labor-payroll in each plant. In the twenty-six weeks following June 1st of this year, each worker is being guaranteed at least twenty weeks of employment. Failing to secure this, he is permitted to draw upon the unemployment fund to the extent of two-thirds of his minimum wage. This, of course, is a direct incentive to the manufacturers to bring about the regularization of the industry. I feel that it would be well if union leaders would more generally follow this example, and become more interested in the constructive side of business, bringing pressure upon employers to adopt more modern methods. This is far better than merely concentrating on the wage question, or upon the question of negative regulations. If unions would adopt a policy generally of this kind, it would mean, I feel sure, a larger national dividend and a larger per capita income for every one of us.

The experience in Cleveland suggests the possibility of industries with different seasons arranging to interchange their employees. Of course, it is here that an adequate public employment system could materially help. A central municipal office could well arrange to have each employer notify the employment offices of his intention to lay off workmen, the number who are thrown out of work, and their

occupations. The office could thereupon call the attention of other employers in the community, who are using this particular class of labor, to the fact that a given number of men would be available on a certain day. In this connection, it is interesting to note that the sub-committee on employment agencies of the President's recent Unemployment Conference, composed of influential employers, labor leaders and economists, recommended to the conference that the existing provision of the federal and state governments for all branches of public-employment work should be strengthened, that the work should be recognized as a job for men of first-grade ability from the top down, and that adequate salaries should be provided. This recommendation was one of those recommendations that was un-animously adopted by the entire conference.

Aside from the seasonal problem, there are, of course, many other conditions in various industries causing year-in and year-out unemployment, which can be successfully eliminated by proper management; what one competent observer has called "unemployment within employment." Faulty planning and organization within the production department is still all too common, and the report of the committee on elimination of waste in industry of the American Federated Engineering Societies, of which Mr. Hoover was formerly Chairman before he was called to Washington, sets forth very interesting material on this subject. This faulty planning and faulty organization often causes an intermittency of labor from day to day or from week to week, as well as from month to month. The main trouble with the coal industry, for example, seems not so much to be a question of the seasonal problem as of daily intermittency. In most of the mines the men are only employed a few days a week. The result in demoralization among the men, and high prices to the consumer are all too evident. One union leader has called it "a diseased industry." Improved methods of scheduling of cars may help, but the difficulties, go much deeper than that. That seasonal and intermittent unemployment is quantitatively a serious problem is indicated by the figures published by the committee on elimination of waste. These indicate that in ordinary times the clothing-worker is idle about thirty-one per cent of the year, the average shoemaker about thirty-five per cent of the year, and the building trade worker about thirty-seven per cent of the year..

One interesting fact was noted from the questionnaires that were sent out by the economic advisory committee of the President's Unemployment Conference previous to the convening of the conference. As I stated, the inquiry was directed towards ascertaining how far manufacturers were adopting emergency measures to mitigate present unemployment, such as rotating jobs, adopting part-time measures, or manufacturing for stock. From the replies that came in, it was interesting to note that those companies that had adopted measures for meeting seasonal problems and inter-departmental problems were the better equipped to meet the problems created by the present depression. For example, the company that had developed a staple article could, at such times as this, more easily manufacture for stock, particularly if, in addition, it had provided ample warehouse facilities.

Then, of course, there are various other means of meeting this question of unemployment. Every establishment should have properly organized employment department within the plant, so that the hiring and firing of men may be done in a scientific manner. Fortunately many of the larger companies have set up well organized employment departments. The experience of the past has shown just what enormous wastes have been incurred by slack methods of hiring and firing. The problem of unemployment caused by cyclical depressions, such as we are experiencing at the present time has already been covered authoritatively by Professor Moulton. Let me just add one emphatic word of agreement, and that is, that the employers, and for that matter, the bankers also, could do much to prevent an excess of inflation by a more careful study of conditions generally, and the use of better judgment while we are on the upgrade. This would do away with a large amount of the over-extension of plant, the over-purchase of materials and merchandise, and the over-straining of credit resources that takes place at such a time. The result it is believed would be to prevent the crest of inflation, as Professor Moulton has pointed out, from becoming excessively high, and thus reduce the depth and length of the depression. Here is a problem for both financiers and management. Labor can not be held primarily responsible for the conditions which produce the initial inflation.

In closing, I would like to stress one point, whether it be the problem of seasonal or cyclical unemployment, it is we employers that must assume the onus of finding method to mitigate these conditions.

The task of stabilizing industry and employment is, after all, mainly ours. (Applause.)

DISCUSSION.

Lieutenant-Governor BEIDLEMAN. I know you are very well pleased with the message that Mr. Lewisohn has brought to you. I would be very glad, indeed, to entertain a motion expressing the thanks of the conference to him and to Professor Moulton.

On motion duly made and seconded, the thanks of the conference were unanimously extended to Mr. Lewisohn and Professor Moulton.

Lieutenant-Governor BEIDLEMAN. I might suggest that if there is any one present in the conference who desires to ask any questions of either of the two gentlemen, I know they will be very glad to answer them for you. If there are no such questions, I will turn the meeting over to Dean Connelley to make any announcements he has, and then adjourn.

Commissioner CONNELLEY. I wish to express my sincere thanks to the gentlemen who have journeyed from Chicago and New York to talk to us to-night, and to say also that if those present, either guests or delegates, care to attend a reception and dance that is given by the department at Willa Garden, Fourth and Chestnut streets, which is going on at this time, we will be very pleased to have you come. The admission is by card, and if you do not have that, you will get it now at the information bureau in the lobby of the Penn-Harris Hotel.

The meeting stands adjourned until 9:30 o'clock to-morrow morning.

INDUSTRIAL WASTE SESSION.

Wednesday morning, October 26, 1921.

Hall of the House of Representatives, State Capitol.

L. H. Burnett, Pittsburgh, Presiding.

- (a) Industrial Disputes. Dr. William Leiserson, Chairman, Board of Arbitration, Men's and Boys Clothing Industry, New York.
 - (b) Unemployment. L. W. Wallace, Executive Secretary, Federated American Engineering Societies, Washington, D. C.
 - (c) Accidents and Sickness. Cecil G. Rice, President, Western Pennsylvania Division, National Safety Council, Pittsburgh.
 - (d) Fire Hazards. T. Alfred Fleming, National Board of Fire Underwriters, New York.
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Wednesday Noon.

Department of Labor and Industry Luncheon at Penn-Harris Hotel.

REMARKS OF CHAIRMAN.

General Chairman Clifford B. Connelley.

I have one or two announcements to make. At the conclusion of this session the official photographer would like to have you assemble at the center door of the building to have a photograph taken, and at 12:15 there will be a luncheon at the Penn-Harris for the Inspection Department and those who care to take part who are associated and in the employ of the State. Tickets must be secured an hour or two beforehand in order to give the hotel people a chance, from Mr. Spicer, who has charge of the exhibits.

I have before me a telegram that just came, very much to my regret, as well as the regret of the people of Pennsylvania, and especially the people of this conference. I talked with Mr. Hoover three times from the time we arranged this program five months ago, until the day of the opening session, and I have had one conference with him on the long distance, I believe, since that time. Up until he was appointed yesterday the Chief Arbitrator of the railroad dispute, he expected to be here. He had his mind fully made up for that. He has a method perhaps as no other man in the United States has, at least he is in the limelight and he, it seems to me, has control of the public mind to such an extent there that his opinions will be worth perhaps as much as any man's in the United States and for that reason, ladies and gentlemen, I was truly anxious to have Mr. Hoover here to tell us his story, and with your permission I will read you his telegram:

"I had hoped to say something on industrial wastes in their larger aspects. Our American industry in its capacity of individual manufacturers is of the most efficient in the world and the larger questions of waste lie in directions beyond the control of individuals, for instance, the great seasonal fluctuation in certain productions, the consequent necessity to pay wages on only part year employment. Again the many industries whose irregularity of production arises out of the failure of other industries to give adequate service as in the case of inadequate railway service to our great coal industry. There are also great wastes arising out of under production due to labor conflicts, jurisdictional disputes and many other items.

The correction of these wastes does not lie at the hand of the government, but through the intelligent education of public opinion. I hold strongly to the belief that if the American people can be given an understanding of the problem they will of themselves find the solution. The service of the government is to assist in arriving at this understanding rather than in an attempt to manage and regulate industry."

He was to tell the story to us in that way, but now since the people of the country want him as their arbitrator in the railway dispute, we will have to do without his services. The meeting tonight will be postponed and the Committee of Arrangements which we have here, I trust will have something ready for you in the way of a social nature tonight. The condition is such that it makes it

impossible for us to tell what that will be but I do not know anybody that does not enjoy music and enjoy dancing, so you might look forward to that. However, it may be something else, and at the afternoon's session we will be able to tell you just what that is going to be.

Your chairman this morning is a young man whom I knew perhaps twenty years ago, one of the South Side, or Monongahela District, when he worked up at Homestead. He was one of the men whom the Company, or the managers, were watching. He was a boy who came right out of school into the works. When I received a telegram from the Assistant to the President of the Carnegie Steel Company, Mr. Burnett, stating that he could not be here, I thought "Oh well, we have an understudy here that is almost as good as the man we had selected", and in fact in handling this particular business and officiating here today, I am sure he is just as good, and I am handing over this meeting now to John Ortell, Safety Engineer of the Carnegie Steel Company of Pittsburgh.

Chairman John Ortell.

Dr. Connelley, ladies and gentlemen: Dean Connelley, as we like to call him in Pittsburgh where we know him and love him, has told you why I am here, so I do not need to make any explanation or excuses. I do want to say, however, that I am very much delighted to be here at this conference, and I wonder if we in the industries fully realize the benefits that come to us through such meetings as this, and I want to take at this time just a minute to say in commendation of his great Department of Labor and Industry of Pennsylvania, for the things it is doing for the people in the industries. I am very happy to state that Dr. Connelley, his force of inspectors, and his different bureaus, are putting over a work that is absolutely essential, that is very much needed, and that the help we get from them along the lines of safety and its allied branches is very much welcomed.

Our program this morning deals with a big subject, "Industrial Waste". A couple of years ago it was my privilege to go to a town in the Allegheny mountains to give a talk on safety at a plant picnic and after having given the talk and the shades of night had fallen, I was taken in an automobile down to the town of Uniontown where I was to stop all night, and as we dropped down the mountain side that evening I saw one of the prettiest sights that I had ever seen in my life. It was the smoke and flame arising from the hundreds of coke ovens, and you perhaps have seen something like that. It was a pretty sight, but it was a wasteful sight, because I knew that in that smoke and flame some very valuable bi-products of the coal were being wasted, and that thing has been typical of America. America has truly been called wasteful. She has wasted her natural resources, and more than that she has wasted human life, and so I think it is indeed a good thing that we, at least, come together on occasions like this and talk the matter over and have things brought to our attention, and so I am indeed very glad to act as Chairman of this meeting and do what I can this morning. We have a number

of things to talk about. The time is limited and so I will not take any more time in remarks, but will proceed at once to the discussion of the papers.

We are going to change the order of the program just a little and the first speaker who will appear before you is Dr. William Leiserson, who is chairman of the Board of Arbitration, Men's and Boys' Clothing Industry, New York, who will talk on "Industrial Disputes".

INDUSTRIAL DISPUTES.

Dr. William Leiserson.

It has been my good fortune to be placed in a job where I have had to consider the reasons for industrial disputes from both sides, from the point of view of both sides, and it has been my job to arbitrate these industrial disputes. The one great fact that that experience has taught me is, I think, to look at industrial disputes much in the same way that business men would look upon waste in their industry or as biologists would look upon the waste of life. That is to say a certain amount of waste is absolutely essential in order to get the results that we want, the result that human beings want, or that our communities want, and if we cannot get those desired results without the waste we will have to take the waste as one of the bad things along with the good, but the problem is to study these wastes and find out if we cannot get the good that is desired and at the same time eliminating the waste. In a war everything that is wasteful is not bad. We know that nature wastes life, wastes seed enormously in order to maintain the specialized species, but as the forms of life reach a higher plane it does manage to eliminate a great deal of that waste. In the lower forms of life millions of eggs are born and millions are killed in order that a few may survive. When we get up to human beings we have learned to reduce the death rate and when we can reduce the death rate we do not need to have such a high birth rate and the whole progress of mankind, if you study biological statistics, you will find has been in the direction of reducing birth rates, not that that decreases population but rather that it is not necessary to have such an enormous amount of waste in human life that comes from a high birth rate if we can have a comparatively low death rate, but if we know of no methods of reducing the death rate, then it is inevitable and probably it is better to have the wasteful method of maintaining the lives of our community. Just in the same way with the question of war. All of us know that war is wasteful and cruel, yet most of us believe that until the time can come when all people will feel alike that disputes should be settled in a peaceful manner, until that time it is necessary to have the enormous amount of wasteful taxation and cruel deaths in order that we may maintain, even if it is done by this wasteful method, what we consider is the best in civilization. Now in industrial disputes the waste is very much like that of war. If we mean that every industrial dispute is a waste and we just ought to stop the disputes, we are taking the wrong attitude. True.

every industrial dispute is a waste, but if it means the maintenance of essential and improved human rights for the wage earner, and those human rights cannot be maintained in any other way then we have got to have the dispute; and, on the other hand, if it means the maintenance of improved rights of the employer that involve the existence and the efficiency of industry and they cannot be secured in any other way except by a wasteful dispute, by a strike or a lockout, then it is better to have the thing settled by that kind of a strike or a lockout, rather than to let the rights and the efficiency and the existence of industry suffer to avoid this particular waste.

Now that is a little highbrow and general and up in the air and suppose I bring that down to concrete cases. I spent this summer in a little town in Connecticut and they were building a state road through that town and in front of the house in which I was living. One of the most reputable firms in New England, a construction company, was building those roads. It had taken the contract when common labor was paid 80 cents an hour and its bids were based on that basis. It had taken the contract before the slump came and when the slump came and labor became unemployed and more plentiful they began to reduce the wages and by the time I arrived in this place they were paying 50 cents an hour and shortly afterwards 40 cents an hour. They reduced the wages simply by the employer reducing the wages. That is all there was to it. I knew every reduction meant straight velvet in the pocket of this reputable company. On one Saturday night the company suddenly informed all the men in that particular gang, that 80 or 90 men they had that worked at various places, and they practically told them that all the gang would have their rates cut to 30 cents an hour. Out of the 90 men 60 or 70 immediately quit and left. The work of the state was held up. The men in charge of the job said "Oh there are lots of other men down in New Haven that the employment agencies will send up. Those men did not strike, they just quit their jobs. I don't know what your sense of justice is, but that was an absolute injustice. It was bad and the reason they did not strike was those men were foreigners, but had they been Americans they would have struck and it would have been a good thing if they had struck. Had these foreigners struck this American company would have said that they were for the American principle.

Now rather than have that sort of thing the industrial waste of a strike is good because it makes the employer consider whether a man can maintain a family on 30 cents an hour working on public roads, with the amount of time they have to do work during the year, and unless we find a method, a peaceful method of compelling the employer to consider that question, then the waste of an industrial dispute, of the strike, is a mighty fine thing.

Another example: A company whose stock is selling for over \$750 when the par value of the stock is \$100 a share, that is to say, it is making enough profit to pay on every \$100 share of stock a dividend that will amount to six or seven or eight per cent on \$750. That company suddenly announced to something like 15,000 employees that the conditions of the business were such that wages were too high and they must take a 20 per cent cut in wages, and the people

being unorganized, had to take it. A strike that would compel discussion, public discussion, if you please, as to whether or not profits are also too high, and higher than wages, and whether a 20 per cent cut, under those circumstances, is reasonable or not, would have been a mighty good thing and until we have a method of bringing that kind of discussion up the waste in industrial disputes is a good thing.

Now on the other side: A firm, which during the period of prosperity and shortage of labor were compelled to pay rates of labor entirely out of proportion to the value of the work and then compelled by the unions to change from piece work to week work, so that men were guaranteed on the weekly basis as high as \$90 and \$110 a week, when they were not producing that amount, the firm went to the union of the employees and to the people in their plant and told them "We cannot stand that now, we have got to have a new deal in this thing; we want to go over this question of wages and make a readjustment, so that we can give you a fair, reasonable wage, to be sure, but to get our labor cost down to a reasonable basis." The union and the people refused to do it and they were strong enough to prevent the employer from forcing down the wages so that that employer had to go out of business and throw between 1200 and 1500 people out in the streets. In a case like that it would be very much better if the employer, instead of going out of business, would have forced a lockout and a strike and brought before the public the injustice of the situation on the other side, and simply because workmen are on the other side is no reason to consider that they have any better sense of justice than the employers have. They too are human beings just like the others and they are likely to let their personal self interests blind them as to what is fair and just, and in a case like that, unless we have a method of settling that dispute peacefully and amicably and bringing up the injustice of the wage earners stand there, then a lockout and a fight is a mighty good thing. It makes for the progress of industry.

In the same way I know of a shop where the union had absolute control and would not permit the employers even to sign an agreement with the union. They dictated to the employer what they shall do, in exactly the same way as open shop employers dictated to their employees what they shall do, and a man was discharged for a very just reason, and most of the people in the shop knew that the man was discharged for a very just reason, and when they met at the shop meeting to discuss the matter a few loud mouth fellows said of those who sided with the employer that this man had gotten all that was coming to him, they called these other workmen traitors and these workmen were afraid to talk up as to what was the fair and just thing, and they called a strike to compel the reemployment of that man who was discharged, but the employer fought them and whipped them, and in a case like that a dispute was a good thing.

Now that I have given two cases on each side you cannot say I am partial to either. Now how eliminate this waste? That is to say, how present a substitute that will prevent either side taking an unjust stand? I can only very briefly outline to you the sort of machinery for bringing about public discussion of problems that have to be settled without a dispute that has been worked out in the

clothing industry with which I happen to be connected. There the employees are organized into a union, the employers are organized, for the purpose of dealing with labor, into an employer's association, and they agree in advance that every question in dispute, every grievance whether the employer has the grievance or the wage earner has the grievance, shall be settled in accordance with the principle of what is right and fair, regardless of who happens to have the upper hand, or regardless of the state of the labor market, whether there is a shortage of labor or over supply of labor, and they decide what is the just and fair thing in accordance with some abstract principle that all of us may not agree to, not in accordance even with what the arbitrators on both sides agree on that is fair and just, because after all each man's notion of justice in a particular situation is likely to be different from that of the other, but they meet in advance and lay down what they call a collective bargain or agreement, which is law for the industry, and they say in this agreement these are the principles of right and justice which shall prevail in settling all of these disputes. In other words, they do exactly the same thing as we do when we set up a House of Representatives and a Senate. We say no judge shall decide a case in accordance with the judge's notion of what is fair and just, because we do not want judge-made law, but we say that the people shall send representatives to lay down the law and the judge will merely apply and interpret that law and administer it, applying it to particular cases. And so they lay down this collective agreement, which is law, and whenever a dispute occurs and they cannot settle it themselves they have elaborate machinery for trying to settle it themselves. First, when they cannot do that, then one side or the other or both together, file a petition or complaint to their industrial court, set up voluntarily by themselves, and the chairman of this board of arbitration, as it is called, then has a hearing. He makes investigation and all such facts as I have outlined in the four cases I mentioned to you are gone into very thoroughly and then the chairman of the board of arbitration hands down a written decision and he says that in accordance with the agreement, with the laws, that you yourselves set up when you did not know what kind of dispute was coming up, the thing that is to be done in this particular case is so and so, and then both sides are compelled by their agreement to live up to that kind of a decision, and they do live up to it, and when you establish some machinery of that kind then we have a right to condemn a strike, or condemn a lockout, but until we have some machinery of that kind for the purpose of hearing grievances, for the purpose of properly informing public opinion, so that their sympathies on one side or another will be based on information and not on prejudice, until then the waste of industrial disputes are necessary for human progress and for the protection of the rights of the wage earner, as well of the rights of industry.

Now how can this be brought about, in a general way, throughout the country? Some people think that we ought to do it by some form of compulsory arbitration, such as they have in Kansas. I welcome the Kansas experiment because every experiment is a good thing so long as we know it is an experiment. We do not say a man

should not work in a chemical laboratory because maybe there will be an explosion or maybe he will fail to get the reaction that he is trying to get. Every chemist fails many times a day in his efforts by not getting at the proper solution. Just so in these social or industrial experiments. Maybe compulsory arbitration is wrong, maybe it is right, nobody knows until we try it out. Personally I do not like it, but that has nothing to do with it. As long as we can isolate it in one place and not commit the whole country to it first and have the experiment I say it is a good thing and we should all watch that experiment and see its results, but, as I have said, I doubt whether the people of this country are of the type of mind that would want compulsory arbitration. I think they are more likely to work it out through their own efforts voluntarily along the lines of that arrangement I have just described to you. I think there is another reason why this experiment is likely to fail in Kansas, or it may succeed in Kansas and may not be applicable to other states, and that is that when you make a law for industry you have to make a different kind of law for the steel industry from what you make for the clothing industry, and you have to have a decidedly different kind of law for the millinery industry from what you will have for the mining industry, and in the compulsory arbitration law that merely says disputes shall be settled and would mean that they would be settled by arbitration in accordance with the peculiar notions of justice that the arbitrators happen to have and that cannot be satisfactory and that is not law in industry in accordance with the unanimous consent fashion. And so I think the way in which we can prevent industrial disputes by forming a method of handling the disputes peacefully is for every side to pass along encouraging voluntary agreements of this kind and the state saying that if they do make that kind of an agreement between employers and employees that the state will help to administer and enforce the voluntary agreement, provided every such agreement has in it a provision for arbitration of their disputes and I think if the state passed that sort of a law, not compelling anybody but merely encouraging the making of collective agreements between employer and employee, the filing of those agreements with the State Departments of Labor, the administering and enforcement of those agreements by the state and the making of the arbitrators more or less public officials so that the third party to the dispute will also be represented, namely the public, I think if that were done we would go a long way toward eliminating the industrial disputes in the only way that it is right and fair to eliminate them or even wise to eliminate them, namely, by substituting a peaceful method of getting the desirable results that often come from disputes.

The CHAIRMAN. Dr. Connelley has suggested that we withhold discussion until the papers have all been given. Of course, as Dr. Leiserson is leaving at this time we cannot have such a discussion of his paper in the way of question and answer.

The next topic for our consideration is "Unemployment" and I am very sure we are all interested in that just at this time and the speaker is Mr. L. W. Wallace, Executive Secretary, Federated American Engineering Societies, Washington, D. C. I am very happy at this time to introduce Mr. Wallace.

UNEMPLOYMENT.

L. W. Wallace

MR. WALLACE. I exceedingly regret that you are not going to have the opportunity of hearing M. Hoover tonight, because I know he would have brought you a message of great significance, not only to this particular group, but to the nation at large. It has been my good fortune to have had rather close association with Mr. Hoover since the first of January of this year. I know the thought that he has given to this question of industrial waste. I have some conception of the broad viewpoint that he has with reference to it and of his hope that ultimately industrial life in this country will become so readjusted that the enormous waste that now is occurring in American industry will be very materially curtailed. I also know that he has in contemplation some plans for carrying out some of his thoughts in the hope that by carrying them out there will be set up action and equipment or agency whereby there will come about a material reduction in the waste in industry.

In January, 1921, Herbert Hoover, as President of the Federated American Engineering Societies, named seventeen engineers to make a study of waste in industry. Mr. Hoover was the eighteenth member of the committee. The federation of engineering societies was new; Mr. Hoover was its first president. At the organizing meeting held in Washington in November, 1920, Mr. Hoover proposed the study and was authorized to make the investigation.

There was peculiar fitness in the subject thus undertaken by the Federated American Engineering Societies, inasmuch as the object of the organization is to further public welfare whenever technical knowledge and engineering experience is involved, and to consider and act upon matters of common concern to the engineering and allied technical professions. The "assay of waste" undertaken by the Committee on Elimination of Waste in Industry was, as Mr. Hoover outlined it, to be three months' investigation of a series of "samples" from which might be deducted general recommendations applicable to American industry as a whole.

The personnel of the committee consisted of eighteen carefully selected engineers. In selecting the members of the committee care was taken to secure men of broad experience, clear concepts, and unbiased attitude towards industrial problems. Representatives of managerial, consultant, educational and editorial activities were chosen, with an eye also to their widely distributed and varied industrial contracts.

When the "assay" began the committee itself selected with great care the engineers who conducted the field investigations. The engineering firm employed to investigate a given industry was chosen because it had a long and a favorable record in that particular type of industry. Thus was brought to bear upon the plans, findings and recommendations, the accumulated and composite knowledge and experience of some fifty or more engineers. In many phases of the work other specialists, such as economists, statisticians, employment managers and industrial physicians had an important part in collect-

ing the material and in drawing up the conclusions. An earnest effort was made to obtain the advice and the accumulated information of every known agency or individual that could throw any light upon the subject in the time allowed.

The essence of the plan adopted by the committee was to gather quickly such information as might be used to stimulate action and to lay the foundation for other studies. It was believed that a limited, yet carefully studied volume of findings obtained through a rapid intensive study, would not impair the value of the facts disclosed or the validity of the recommendation based upon them. So within less than five months the committee completed an "assay" of analysis of waste in six typical branches of industry, and presented a summary of its findings to the Executive Board of the American Engineering Council, which is the governing body of the Federated American Engineering Societies. This took place on June 3, 1921, in St. Louis, at which time a condensed news abstract was given to the press. The complete report is now being printed in book form.

Mr. Hoover has written the Foreword in which he says: "This reconnaissance report on waste in industry is the result of five months of intensive study, carefully planned and rapidly executed. A part of its value lies in the speed with which the work has been done, and the promptness with which it presents definite lines for future action. It reveals facts which may serve as a foundation for an advance in American industry. It has a special message for government officials, financial, industrial and commercial leaders, labor organizations, economists, engineers and research groups, the general public and the press.

We have probably the highest ingenuity and efficiency in the operation of our industries of any nation. Yet our industrial machine is far from perfect. The wastes of unemployment during depressions; from speculation and over-production in booms; from labor-turn over; from labor conflicts; from intermittent failure of transportation of supplies of fuel and power; from excessive seasonal operation; from lack of standardization; from loss in our processes and materials—all combine to represent a huge deduction from the goods and services that we might all enjoy if we could do a better job of it."

It is not the intent to discuss the various phases of this very important and stimulating report, but to confine our remarks to industrial waste due to unemployment.

There are five types or categories of unemployment,

First: Mass Unemployment—that occurs in periods of depression.

Second: Enforced Unemployment—through the strike or lockout.

Third: Voluntary Unemployment.

Fourth: Unemployment within employment.

Fifth: Intermittent or seasonal unemployment.

The significance and ill effects of mass unemployment is now fresh in our minds. Its seriousness was evidenced by the president calling an Unemployment Conference, however, such mass unemployment has occurred before, in fact, such occurs with surprising regularity. Every seven to ten years witnesses a large mass unemployment. The present is unusual only through a somewhat larger number being

involved and because it is a more pronounced world condition than ever before. And it is especially noteworthy because our highest governmental officials have taken cognizance of it in time to stimulate and to direct measures of alleviation previous to much suffering. It is further marked by virtue of the fact that scientific approach has been made in the way of determining the primary causes of such a condition and by developing permanent measures of prevention or at least of determining the magnitude and duration of such cycles.

That a scientific method is essential is everywhere apparent. In the first place no one knows with any approach to scientific accuracy the number of unemployed at the present time, nor the amount of loss in wages and in production. The amount of unemployment has been variously estimated from 3,000,000 to 6,000,000. The waste report shows that in January 1921, that there were approximately 3,500,000 industrial workers out of employment, which was 35% of the number so employed in January 1920. There is not available data to show in what industries or trades or sections of the country that this great waste of human energy is occurring, nor do we know what the monetary loss is. The engineer who made the study in the building industry, estimates that the loss in wages for this year in that industry alone will be a half billion dollars.

The number of reductions in the pay roll does not tell the entire story. There are many thousands who work only part time during such periods. It is conceivable therefore that the total wage loss is far in excess of that indicated by the actual number shown out of employment. This important factor has not always been reckoned.

But aside from the purely monetary losses to workers and society resulting from unemployment, there are other effects that may be more serious and significant, for instance, the economic, social and moral ill-effects of such unemployment are beyond our conception. It is our understanding that information laid before the unemployment conference, showed social unrest in the United States to be much more widespread and serious than has been generally recognized. The prevalence of discontent is so wide-spread that those that are best informed agree that there must be a fundamental improvement of our social and economic system. The fact that there are 3,500,000 out of employment at this time, is referred to as a disgrace and an outward indication of the need for inaugurating more intelligent economic policies.

The first approach is to bring about such a change of policy as to secure fundamental facts, a total lack of which now prevails. Each time that an industrial depression with its attendant unemployment measured in millions of men and women occurs, Unemployment Boards or Commissions are appointed to take such steps as will alleviate the condition. The emergency passes, the agents disband, no permanent record is made of the methods used or the results accomplished, consequently upon each recurrence the problem is again approached in an ineffective way, resulting in the vicious cycle of economic loss, human suffering and a lowering of social values.

A permanent, an authoritative and a competent agency should be formulated to study the unemployment problem in a broad and in a scientific way to the end that ways and means may be devised to prevent or at least minimize such economic debauches. Such an agency

should be national in scope, in that it secures and makes available, fundamental information as to causes; as to extent; as to duration; and to develop policies of prevention and of correction, but not to administer or to execute. To administer or to execute is a community function as the Unemployment Conference very wisely decided.

ENFORCED UNEMPLOYMENT

Enforced unemployment is the second type to consider. In this category is placed the unemployment due to strikes and lock-outs. Perhaps the most interesting point disclosed by the waste report concerning strikes and lock-outs, was that the loss due to them is not as large as generally thought, however, we find that facts are lacking and any conclusion must be quite general. Strikes however are a real menace and the losses involved are large. This being the case, it is essentially necessary that careful consideration should be given to the primary causes of such and an effort should be made to ascertain the extent of the direct and of the indirect losses resulting therefrom, but since these essential facts are not known, a great amount of time and effort is wasted in conferences that cannot accomplish anything constructive because no one participating therein, knows the real and fundamental facts. For example, did you realize or know that more than one-half of all the strikes that occurred between 1881 and 1905 and more than one-half of the employees thrown out of work were in highly seasonal occupations? Did you know that in New York State in 1918 approximately 32% of the time lost from strikes was in a highly seasonal industry of building and clothing? Were you aware of the fact that more coal was mined in 1910 than in 1911, although the former year witnessed many protracted strikes involving large numbers of employees? Did you know that in 1912 with 47% of the entire labor force out on strike and with an average loss per man of 40 days that there was an increase of output per man per day and per year, and six days more per man, than in 1911, which was relatively strikeless? Many other such examples could be cited to remind you that there is a large area of unknown fact pertaining to this important industrial and economic phenomena. Until this area of unknown fact is carefully surveyed and its metes and bounds established, and become known to all concerned, there will continue to be large economic social and moral waste. There is no phase of industrial life that so needs the application of the scientific method, as does this one. Until the scientific method of analysis and synthesis, based upon fact, is applied, there will be no rational change—hence no lasting industrial peace.

MINIMUM UNEMPLOYMENT

In discussing mass unemployment, it was suggested that an authoritative agency should be organized to scientifically study and experiment with the phenomenon of mass unemployment. It was further shown that such mass unemployment occurred at rather regular intervals. However, there is a large amount of unemployment at all times. It appears that in the phenomenal years of 1917 and 1918, during the peak of war production, there was a margin of unemployment of approximately 1,000,000 men and women. Of course, much of this must have been due to the innate desire to not work when there is no urge for work. However, the cause or reason for one or

more wage earners out of every forty always out of work, must be deep seated. A scientific study should be made of the causes for such a condition, for, if there is such a large amount of unemployment always present, there must be something fundamentally wrong with our industrial system, which should be understood and rectified. Such an unemployment means for the worker a loss in wages, for industry an increased overhead due to idle equipment and idle materials, and for the public a lessened purchasing power with all its attendant evils.

UNEMPLOYMENT WITHIN EMPLOYMENT

In every industrial and commercial organization there is a large amount of unemployment within employment, that is, men and women are on the payrolls—they are at their respective places of work, but they are not producing. The amount of such unemployment would be exceedingly difficult to determine and it is exceedingly vicious because it may be and is often subtle.

The causes for unemployment within employment are many—some are due to the men—some to the management and some to certain exigencies that will arise regardless of the best efforts of men and of management. Some of the prominent facts that contribute to unemployment within employment are—groups of workers will run out of work because of the failure of work to come through the preceding operation rapidly enough, or because of the lack of necessary materials or tools; through lack of instructions as a result of poor planning or production control; forced to be idle through the breakage of available tools, bolt failure, breakdowns or mal-adjustment of machines, through a power breakdown; through indifference of workers or because of a workers strike and so on.

The report of the Boot and Shoe industry indicates an unemployment within employment in idleness resulting from waiting for material amounts to 35% of the time. In this same industry, at least ten hours per week per man is thrown away in energy wasting and time wasting, work resulting from lack of shop methods—also it is said that from 2 to 3 hours per week per man is wasted in daily unnecessary work.

All such idleness or unemployment wastes productive capacity and increase overhead expenses regardless whether the employees are paid by the piece or by the hour.

No one knows or really appreciates the magnitude of such waste. That it is large and in many instances very serious is generally recognized by those who have given it any careful thought. The management of industry should ascertain the facts, when it does it will be astonished by the magnitude. Then it will be that some attention will be given to this phase of unemployment.

INTERMITTANT UNEMPLOYMENT

This is one of the very serious phases of unemployment. It may indeed be the most serious of all because of the very large amount of waste that results from it. It is not as spectacular as mass unemployment because at a particular time so many are not involved, and furthermore it is not so universal. However, we venture to state that it is our belief that a scientific investigation of this phase of unemployment would disclose that it is more serious because of the amount of waste involved than are the spectacular mass unemployment. It may be more serious in the loss of wages and in the reduc-

tion of production than mass unemployment. What are some of the facts?

According to the United States Census of Manufacturers for 1914—there were 100,000 workers employed in the brick and tile industry, whereas not more than 50,000 were employed in the mid-winter months.

In the coal mining industry from 1913-1918 inclusive, the anthracite worker lost an average of $15\frac{1}{2}\%$ of the possible working days, and the bituminous worker 27%.

During the exceptional year of 1919 in the paper box industry the workers were idle 10% of the time; confectionary workers 23%; in brick, glass and chemicals 15%. In most years the per cent of idle time is much larger.

The seasonal aspect of the clothing and building industries is very marked. In 8 representative clothing plants located in New York, Baltimore and Chicago the average plant utilization over a period of three years was on an average 69% of the possible maximum, or a seasonable idleness of 31%. In one plant the utilization was only 59% of possible maximum. In September 1918, the number of cutters employed in a given plant was 70% of a maximum, in October 20% and in February 80%. In another clothing plant in June 1917, 100% cutters were employed, in August 48%, in November 90% and in February 1918—60%. The fluctuation indicated was typical for a four year period.

In a given shoe plant over a three year period, the production fluctuated over a range from 168% above to 47% below the average, with a corresponding fluctuation in the number of workers employed.

In the building industry the workers average only about 190 days per year.

The foregoing citations of facts should be of sufficient significance to convince anyone that seasonal unemployment is a very grave matter and probably the sum total of the accountable losses are larger than that from mass unemployment experienced every 7 to 10 years.

Such intermittent employment not only reduces the production in the industries where it exists but other forms of waste obtains. The greatest amount of labor unrest, discontent, and open labor disturbances occur in those industries that operate upon a highly seasonal basis. This is one of the outstanding facts concerning the building and clothing industries. Over 30% of all the strikes in New York State in 1919 were in the building and clothing industries.

The labor difficulties in both of these essential industries could be greatly reduced by an adoption of a more uniform production schedule. That this can be done is apparent. There are no insuperable difficulties to be overcome. Such change of policy would require a reversal in management and financial methods now in vogue. Both such changes within themselves would be beneficial to the industry.

In the building industry the workmen are employed only about 190 days per year. The building period of about 8 months is a large source of waste. That this period can be extended materially has been proven in several instances. The construction period can be extended by labor and by capital taking a smaller margin of profit by developing methods of conducting the work in cold weather, by planning the work so as to provide indoor work during unfavorable weather and by educating the public that it is vital and sensible to distribute the work throughout the year.

That the seasonal aspect can be removed, has been demonstrated in a number of industries. The calendar industry was once thought to be a highly seasonal—now it is a year round business. The manufacture of motors for electric fans was once conducted only a part of the year. Today it is considered a full year production problem.

By stabilizing the production schedule of many lines of industry, a very important cause for much labor trouble will be removed. The final result being a material reduction in the economic waste now occurring.

The five forms of unemployment, viz—mass, enforced, voluntary minimum, unemployment within employment and seasonal unemployment, are effective factors in producing industrial waste. The ramifications, seriousness, extent and scope of such forms of unemployment are not recognized and are not known. Workers have suffered because of such types of mal-adjustment and not understanding the causes, they have resorted to all sorts of ill advised measures of correction which have only added fuel to the flame. On the other hand, the employer group has been just as ignorant and as a consequence has employed measures of correction which have led to disastrous results all of which leads to the inevitable conclusion that there is not a more serious problem confronting all groups in any way connected with industry than that of first determining the causes of various types of unemployment, second their extent and duration, third the application of scientific analysis and synthesis and finally the establishment of a permanent authoritative research agency on unemployment. Until these matters become quite universally adopted and understood there will continue to be very large waste in American industry due to unemployment.

ACCIDENTS AND SICKNESS.

Cecil G. Rice.

Waste from accident and sickness amounts to not less than \$3,500,000, 000 yearly or \$35 for each of the 100,000,000 inhabitants of these U. S. You and I pay our proportionate share of this enormous embezzlement of carelessness and neglect.

Because experience of groups, sections and divisions prove this amazing expenditure to be largely preventable this unnecessary by-product of civilized existence constitutes a distinct indictment vs. the Nation and its subdivisions and its citizens who permit its continuance.

We are the most careless nation on the face of the globe. For each million of population the rate of accidental death is 860. Compared to this is Ireland with 395, Japan with 446, England with 452 and France with 477. We also stand high in the national rating as to sickness, mortality and loss.

Personally I have never been able to dissociate this stupendous waste by accident and sickness resulting directly from occupational activities from those relating to the home and the public. In the last analysis the individual suffers and pays his share either directly or indirectly, knowingly or unknowingly. Both cause an economic loss. Both react upon the cost of living or existing. Both arise from the same neglect. Both are preventable from the same funda-

mental processes of prevention. A safe man at his home will be a safe man at his work and vice versa. Education in one branch shows results in unrelated activities. There is no specialized division of safety.

The industries of the Nation and of Pennsylvania in particular were the earliest and most enthusiastic exponents of accident and sickness prevention among the wage earners. They have received and have given the heartiest cooperation from and to our State and its department of Labor and Industry and other departments.

Evidence of our State's sincere interest in this greatest of all humanitarian and economic work is found in this extraordinary conference with its progressive participants and broadminded purpose. It is a credit to our Commonwealth and its capable Governor and a crown of accomplishment to the now Commissioner of Labor and Industry, the genial and accomplished Dean Connelley. I am but one of many who appreciates his untiring and intelligent efforts and am proud that he is a Pittsburgher.

The newspapers and other publications are a most potent force in collecting and presenting facts in relation to accidents and sickness and their prevention. Through the press and other organized agencies companies and individuals not yet converted will be won to the cause. The appeal is irresistible when the facts are known. In Pittsburgh alone the 7 large daily newspapers have printed more than 100 editorials on automobile accidents in addition to many other relative articles during the 10 months of this year. The direct and educational value of this force cannot be overestimated.

That industrial editors are gathered here to organize for cooperative publicity is an advance movement that should be beneficial to us and our posterity.

ACCIDENT AND SICKNESS PREVENTION

Encouraged by the Nation,

Fostered by the States,

Supported by the Counties and Municipalities,

Featured by the Press,

Developed by Industry and Commerce,

Embraced by the Churches and Schools,

Participated by the Civic Organizations,

Exemplified by Groups and Individuals,

is but a matter of education and time until our Nation, probably, and progressive Pennsylvania certainly, will take their rightful place as the safest and most healthful division of the world. Let us so hope, work and pray.

What is the waste from accidents?

Statistics determine and estimate the cost of fatal and non-fatal accidents, direct and indirect, at \$1,500,000,000 annually. The estimated cost of sickness and death is another \$1,500,000,000, or a total yearly waste of \$3,000,000,000. My own estimate is in excess of these figures. This is but the dollars and cents waste. Other elements are not reducible to such a basis, and are not replacable.

Pennsylvania has a population of about 8,000,000. Assuming that her share in this waste is equal to the conservative average rate of \$35 per individual the great people of this grand State pay in various and unrecognizable ways the staggering sum of \$300,000,000 yearly. Assuming that on-third of our people are engaged in some form of gainful occupation then they are burdened with an unnecessary expenditure of \$105.

National averages show about 65% or 55,900 fatal accidents to be of a public nature, 25% or 21,500 to be industrial and 10% or 8,600 to be the result of home accidents.

And of this number 20,000 are children of school age. And to this total of fatal accidents may be added 2,000,000 injuries more or less serious.

What are the causes of these 86,000 fatal accidents?

| | Pa.'s approximate totals | |
|------------------------------------|--------------------------|-------|
| Automobile and other vehicles..... | 18% or 15000..... | 1,314 |
| Falls | 14% or 12000..... | 1,022 |
| Burns and scalds | 13% or 11000..... | 949 |
| Drownings | 9% or 7500..... | 657 |
| Railroads | 9% or 7500..... | 657 |
| Mills | 7% or 6000..... | 511 |
| Mines | 5% or 4300..... | 292 |
| Street cars | 3% or 2500..... | 219 |
| Firearms | 3% or 2500..... | 219 |
| Poison | 2½% or 2000 | 200 |
| Various others | 16% or 13000 | 7,310 |

This does not include 12,000 who die from suicide—nor those who are dying of thirst since prohibition. Nor does it include the 365 lynchings nor the careless motorist who should be handed perhaps. And still they say the female of the species is more deadly than the male. With our improved mail service this may not be true.

May I be permitted to dwell briefly upon two of these chief causes, fire and automobiles.

Fire causes a national loss of \$500,000,000 annually and the death of 13,000 persons and the injury of 20,000 others, 82% of whom are women and children. In the United States 900 homes burn every working day. The value of new building is \$900,000,000. The value of destroyed buildings is \$242,000,000—By cost 1 of 4, 65% of these fires occur in homes. Pennsylvania alone has a fire loss of \$78,000,000 in 5 years and in 1920 the loss was \$20,000,000. We are said to have the best fire departments in the world. Evidently we need them. We wonder why every day is not fire prevention day as was October the 10th, the anniversary of the Chicago fire. They say that fire was started by a cow, probably the same one that jumped over the moon. Even milk was not as high as it is now. Anyhow the milk of human kindness in more general now a days.

If you are willing to concede that I have proved there is an enormous waste I am considerate enough to prepare for the finish.

The time to stop me is now for once I get started on Automobiles I'd never know when to stop—like some drivers. What of the auto-

mobile hazard? There are more than 9,200,000 automobiles in the United States (This includes the 1,000,000 Fords made last year). In 1914 there were but 1,750,000. The increase last year was equal to the entire number in 1912. That is one auto for each 14 inhabitants or 42 for each 100 native white male voters (not including those who may vote more than once). Deaths resulting from their operation have increased from 232 when there were 400,000 to 12,000 with the present number. We used to think the deadly bicycle would depopulate the country but we have learned to jump farther and faster since then. But the worst is yet to come—Wait until the airplane gets a good flying start. Pennsylvania has over 600,000 automobiles. This is 1 for each others saving. This is also 14 for each of our 44,000 square miles of 200 population, and 6 for each mile of highway. This State I am told collects some \$8,000,000 registration fees. But while this is a usable sum and ranks high with other states yet it does not equal the injury and damage done its victims.

| | |
|--|-------------|
| 1,300 Fatalities valued at \$4,900 each equals | \$5,200,000 |
| 20,000 non-fatal valued at 200 each equals | \$4,000,000 |
| | <hr/> |
| | \$9,200,000 |

This leaves nothing for destruction of roadway and breaking of personal and prohibition morals. The automobile is a new and increasing hazard. In Allegheny county alone there have been 1141 deaths and but 3 convictions. During the first seven months of this year 100 persons were killed, 56 being children. Streets, once comparatively safe playgrounds have become veritable death traps. Only one-third of our population are exposed to the dangers of occupation while every man, woman and child who ventures from his home are potential victims of the speeding auto. I don't own a car, but I have a friend.

What about sickness? Fatalities due to accidents are but 5% of the total deaths as 1,500,000 persons die from other causes, 600,000 of whom are workers. 3,000,000 sick beds are filled constantly. Each worker loses an average of 9 days yearly. Out of a numerical group of 71 this is the record:

| |
|----------------------|
| 1 dies |
| 2 bedfast |
| 30 sick all the time |
| 25 in fair health |
| 3 really well |

Yearly in Pennsylvania there is a normal death rate of 125,000 or 1470 per 100,000. Testimony has been given that in one town in Pennsylvania there is a maternity death rate of 225 per 1000 births and in one county the rate is 170 although the rate for the United States is but 7 although 12,000 mothers and 125,000 children thus die annually.

Speaking as a bachelor it would seem that this is an infant industry in which both the workers and stockholders need protection if not prevention.

Can accidents, sickness and their resultant waste be prevented? Yes.

Mining shows a decrease from 4.76 deaths per 1000 employes to 3; from 1 death per 147,000 tons mined to 1 death per 285,000 tons mined.

Railroads show a decrease from 10,087 to 7,480; street railways from 35 per million population to 29; drownings from 9,650 to 6,000.

Practically all accidents except those occurring in the home and in public and these show themselves reducible by preventive means. Industry, once the leading cause of fatalities now takes a lower and constantly lowering rating. A man is now safer at his work than at home or in public.

SICKNESS PREVENTION.

Tuberculosis has decreased 40% over a short time ago. Typhoid fever has been practically eliminated where prevention prevails. Venereal diseases are reducible but a grave menace. In fact disease excepting cancer has a downward tendency. Now that doctors have begun to talk prevention instead of prescription results are expected. The Swat the Fly campaign, a Pennsylvania specialty, shows a decrease of 50% in infant mortality due to fly infection.

It is possible to continue such details indefinitely. My purpose being to merely visualize the immensity of conditions and in consideration of your patience and the prohibition of time my other volume of figures may as well be withheld. Anyhow there are other figures more attractive.

Speaking of prohibition.

As to prevention.

Schools offer most constructive and fundamental medium.

1. It is the children we want to save (20,000).
2. They are organized and easily reached.
3. They are immediately responsive.
4. Safety instruction with their studies vitalizes school work.
5. They carry the idea to their families and others.
6. They become the workmen of to-morrow.
7. They become the parents of the future.

Your children and mine will profit from instruction hospitals now being given children—nor likely to—and I am not even a married man yet but if a community will not provide adequate—

Automobiles

1. Sell the idea of safety with the car.
2. Make licensing subject to examination and demonstrative fitness.
3. Provide uniform traffic laws.
4. Strict and impartial enforcement of traffic laws by State, County and City.
5. Strict and impartial justice by police, magistrate and courts.
6. Revocation and suspension of permits to operate.
7. Organization of Vigilant Committee.
8. Hang them.

CHURCHES

SUNDAY SCHOOLS

BOY SCOUTS

of this State's population 70% are in cities, towns and boroughs, so that concentrated effort is practicable.

One-third of our population in industry, one-fourth in schools. Few of us go to church. Continued and increased activity by industries. We must not forget that only one-third of our workers are employed in concerns of 500 or over. The little shops are the bigger responsibility.

The prevention of accidents and sickness is largely a matter of education. It is not a matter of rules, regulations or bulletins. But it is a mental attitude to think of their safety to themselves and others. The means are incidental. The character of a state or community is measured by the value it puts upon its people. There are but three views prevailing:

1. The materialistic to which man is so much matter.
2. The commercial, controlling supply and demand.
3. The humane, by which life is the most sacred and valuable thing in the world.

The Soul is above service.

Man is above matter.

Life without Liberty is loss.

Liberty without freedom from accidents, injury and prevalent sickness is unnecessary. Always for safety, all-ways means the prevention of death, injury and loss from accident and illness whether at work, at home or in public.

FIRE HAZARDS.

T. Alfred Fleming.

I am sure it is a very great pleasure to be with you this morning and to enjoy the excellent papers which have been given at this morning's session. I want to congratulate you on the excellency of this program. I want to congratulate you on the fact that you are able to get together on these vital themes at a time when it is most important.

In looking over this meeting this morning I could not help being reminded about an incident that occurred on the mountains two or three years ago. I happened to the railroad station at one place, we were supposed to go up to the mountain's highest peak and I approached the ticket agent who sold me a ticket for \$1. As I stepped aside from the window I found another man had come up and asked for a ticket to the same place and he got his ticket for 75 cents, and the third person came up after a while. I watched very carefully and he asked for another kind of a ticket to the same place and he bought his for 50 cents. I could not understand how it was that we were all piled into the same coach, drawn by the same horse, driven by the same driver, and we were sitting on the same seat, until after a while we had come almost to the end of our journey and we were right at the foot of the great mountain, which was the final climb. The driver stopped the horse and he said "First class passengers keep your seats, second class passengers get out and walk, third class passengers get out and push". Now I believe that there are no first class passengers in this crowd or you would not be here I do not believe in the fellow who hasn't the interest of his fellow-man at heart for the 365 days in the year. I have no use for the

individual who wants to buy his way through this world. He is not a citizen, he is not a patriotic individual, he is not a real man. I cannot help but feel that that kind of a selfish individual when he gets pushed down that he has to reach up in order to touch bottom, has still his usual smile, that you could blow him through a humming bird's quill into an ant's eye and never make him blink. That is the first class passenger. The second class passenger, he is not here either, he is attending to his own affairs, running his own plant and business, he would not spend the money in order to secure the information given in the papers that you have this morning. The third class passenger, he is the fellow who is always here with a vision and the breath of soul and the height of ambition and the eagerness of spirit that will enable him to throw himself into the community and do always the greatest good to the greatest number. That is the reason you are here, gentlemen, and therefore, I congratulate you.

If you will just go with me for a little while to the little town of Collingwood and stand outside of that building which has just been announced on fire it will give you a little idea of why I am here. Some person in that school had built in a heating plant and had failed to give proper clearance as the pipe came through the floor; therefore it carbonized little by little and soon was in such a condition that the slightest little excess heat would cause that carbonized wood to burst into a flame. The janitor has been used to keeping a substance on the floor which made it very easy to keep that floor clean. It was a beautiful floor. Forty six percent of the schools of the United States use the same substance, possibly those where your children attend, and as the floor was treated from time to time with that combustible material, highly filled with rosin and other such substances, it made it just as available for that little spark that originated in the school. Some person blundered when he built those doors in order to turn inward in place of outward. You know that the architects in this world who when they build schools, churches or places for others to congregate ought to learn just the rules of public safety to this extent, that they would put themselves inside of that building and realize how difficult it is to get out in case an accident or panic should take place. These doors were made to swing inward. Another mistake, the janitor on that morning was more interested in his winter firewood across the street than he was in the safety of the school and left those doors locked when the school was in session. Fire started over here in the middle of the forenoon, swept over to the door and that substance on the floor carried it on the other side. The children in both ends of the school rushed away from that flame toward the rear door. There were six steps that led to that doorway, and they pushed each other down those steps until bye and bye when two or three of us reached the building first, even before the volunteer fire department, and after we pried those massive doors from the property we found those children piled up at least 13 or 14 feet high, every one of them, just as they had fallen or as they had tried to crawl away to safety over the bodies of those beneath them, every one of them, with their arms and heads reaching outward as if calling in their last agony for help down in the lower part of that heap. They were all still living and I could hear their voices as they called out for help. I can see the man who was next to me and who was a public official of that city

recognize the voice of his only child, a boy ten years old, in the lower part of the heap. He reached down to extricate him from the pile of humanity and as he put his monster weight against the bottom of the door sill those two arms left the sockets. The affair was such that he turned away and realized that there was a duty to perform here to keep back that oncoming mass of humanity on account of that awful condition. As the mothers and the daughters and the fathers were coming to realize that first duty on the outside was to keep back that mass and so he turned his back on the one tie of life that was left in the family which he had given to the world and in so doing saved those on the outside. Friends, I have given you that little recital because I happened to go through that and because I want to impress upon you this fact that last year alone 15,219 of our citizens were burned to death, just in a fire of that kind and in this particular instance 173 children between the ages of 6 and 12, with their fathers, who stuck by them to the last minute, gave their lives in order to teach the world the lesson on real carelessness in school structures. I cannot help but feel this morning that you will be interested in knowing just how the schools are in the United States at the present time, because every man, woman and child in the family is interested, while that family has children attending at least. By an actual survey of the schools of the United States a year ago it was found that 92 per cent of them were in worse physical condition from a fire hazard standpoint than the Collingwood school was before it took fire. It is an outrage, an outrage that we cannot even consider or conceive of to realize that the officials over this country have attempted to modify safety for school buildings, in many cases have made them more hazardous than they were before. If there is anything in the world that I dislike to see it is a fire escape which is supposed to be an element of safety to the children inside of the building constructed up against the building in order to save money in its construction and made that it will pass the different windows and doors all the way down until it reaches the ground. At the Philadelphia Apartment House in Columbus, Ohio, I happened to see one particular sample of that kind of escape, where flames burst out of the window on the second floor, immediately breaking that window and in that way exposing the fire escape and before the individuals on the fifth and sixth floors realized there was a fire this was red hot and the people on the fifth and sixth floors were burned to death simply because some person blundered in building the escape up against the building. Some person blundered even if they had not built it against the building in not putting real glass and metal sash in that would keep back the flames for at least a period of time so as to render safety possible. If you will look over some of the other schools you will find what I found, a building 32 rooms and an average of 46 to a room, one of those mammoth schools that had not been in service more than three years. The Chairman of the Board of Education of that city made this statement to me coming out and taking exception to my challenge of the schools and their safety at a certain meeting,—he said “the schools of this city are absolutely safe, I can guarantee that.” I said “I would like to be shown on this particular point.” We went out to this new building, it was the last word in school construction, and as we reached it I said to myself “I guess you are up against it this time.” So we went to the rear of the building and the first thing I wanted to know in connection with the school structure, I said “How

are the children going to get out in case of an accident, panic or fire," and I found three of these barrel shaped escapes in the rear. I don't know who invented them but the man, if he still lives, ought to be sent to the penitentiary for the rest of his natural life. It is just like a monster boiler that reaches up to the top story. There are three stairs in this building, I found at the back that the Board of Education had put a lock and latch and a padlock, a good solid Yale lock on each one of them on the outside. They are made so that you can jump in on the third story and there is a special stair all the way down. You drop the inside of the door and that door is supposed to open giving them safety at all times, but this Board of Education, like a great many boards of education, were more interested in the financial situation than the moral and physical safety of the children under their charge and they had ordered latches put on the outside and at 3 o'clock in the afternoon, when school was in session and all these children were in their places at the mercy of that board of education, those were found locked and when we asked about the locks and keys for them we were told that during the summer time when they were cleaning the school the keys had been lost to those three escapes and they had not been able to find them yet and the children representing the homes of that particular city were under the constant menace of fire and disaster of panic. That is not an extreme case. Up in the northeastern part of this country in one of the schools that we found there, which has only been open one year, one of the latest in construction, we found there three of the great panic doors equipped with panic locks which would not open and which could not be opened and in case of a panic these are depended upon and they would not in any way operate. In this particular school I mentioned a moment ago where the barrel shaped escapes were in the rear we went into the basement and I said the next thing I want to see in this building is the janitor's room, I would like to see where the custodian keeps his property. That is the place, Mr. President, where you are going to have a lot of things that nobody else knows about and after we had forced those two doors to be opened, because the janitor refused to open them, we found that he had chosen a room that was off the coal drive in the inside of the building, because it had double doors, and he put automobiles in there and was painting automobiles on the side to accelerate his salary, without the knowledge of the board of education or any person else. He took them in at night and took them out at night, and right there underneath all these children we found the varnishes, paints and the old rags and everything of that kind, with every kind of oil ready for spontaneous ignition at any moment. Worse than that we found underneath that great building and right in connection with all those hazards in that particular room four gallons of gasoline, and as you possibly all know one gallon of gasoline, in explosive effect and under proper conditions of evaporation, is equal to 82-2/3 pounds of dynamite. Right underneath all those children there was a great deal more force contained in explosives and ready for action than was put into that bomb that shattered the entire central part of the financial district of Wall street a year ago, the greatest calamity that was ever known possible in financial circles of the world.

I would like to talk to you about school hazards but I do not want to leave that gasoline hazard until I am through with it. I told you

there were 15,219 persons killed last year by fire; 987 of those were mothers in the home and the cause of their death was trying to clean some of the small articles in the home with gasoline. One of my personal friends in July of this year was invited out one afternoon to a party. She did not have an extra pair of gloves to use for the occasion and the stores were closed. It was on a Wednesday afternoon, and she made up her mind she was going to clean a pair of those gloves that she had. Knowing the hazards of fire, for she had become a student of that particular subject, she took her gasoline entirely out of the house, out on the porch, and then proceeded to clean the gloves. Inside she had turned off the gas stove, she had done everything in the world to stop any possibility of fire or injury. She pulled those gloves on her arms like this, proceeded to wash them and after they were washed she proceeded to dry them by rubbing them gently together. I know that some of you, by your smile know just exactly what happened. You know whenever you brush the fur of a cat you get a spark. Sometime ago when I had lots of hair I could take a comb like this and I could comb it through and get the same spark. Static electricity would give that spark just by brushing any silken garment together. The static spark ignited the gasoline that was vaporized around about her and she just lived two hours.

I wonder why it is that we have made our plants practically safe all over the country and we have not carried the same degree of safety to the home. I wonder why it is 65 per cent of all the fires in the United States today take place in the homes. I wonder why it is that 5 school buildings are burned down for every day in the year. I wonder why it is that of the 15,219 persons 7641 were of the last mentioned. If you put the two of them together and analyze the entire total of each case you will find that 82 per cent of them are mothers of children up to the end of school age. I wonder what does that? It is simply this, that I simply give my plant everything in the world that experience can give in regard to public safety and have kept it from my home. I have forgotten my home. And yet these same people will take the little tots, the most precious jewels that could ever come from heaven to earth in the family, all the wealth of Rockefeller and Carnegie and Ford would never pay for one of them, and yet we will take them out here, we will build a house outside of the city limits without the idea of protection, without the idea of water supply or fire protection, without the idea of the safety of that building, we will put up a tinder box of a home, built of wood and on top of it put a shingle roof and on account of one spark of a passing locomotive or a burning chimney will put it out of business. Bless your hearts, we will go farther. We will get our foremen together over there, have our meetings, discuss all these things, give general orders and have equipment all over the plant and we have never taken one day off to apply the safety conditions that we apply to our factory to the school where our children attend, and that is the reason why we find that enormous number of people who are burned up every year.

Do you know that at the present time, since the first of January, 1920, to the first of October, 1921, that is all of nine months, it cost the United States citizens one million and a half dollars for every day to pay for the fire hazards, 87 per cent of which are due to care-

lessness? Do you know if I lost a boat out here on this river, I do not know whether it is navigable or not, but you went along with me and were part owner and found out a half dozen leaks after it was launched you would say immediately "let us pull that boat out on the land and cork up those holes and as soon as you have the holes fixed and safe we will put it in and use it", and yet the United States of America knowing that 87 per cent of that loss of life and loss of property and one million and a half for every day in the year of the people's money have never taken real consideration of the possibility of obliterating all that loss and bringing our nation down to the best economic basis of constructive activity. Who pays that loss? The answer was primarily or immediately possibly 80 per cent of it was paid by insurance companies and the balance paid immediately by owners. But I wonder if that is true? Insurance companies are but collecting and distributing agencies. They collect today and pay out tomorrow. They came into San Francisco and paid \$283,000,000 one day, after the San Francisco fire, and possibly a year after that spread over the entire United States and every person carries insurance, every person pays his particular share of that, but a man in this particular audience rose and said Mr. Fleming I never carried insurance in my life, therefore I didn't pay any of that entire loss." The fire loss last year was \$5.63 per person in the United States, as compared with 39 cents as the average for the entire countries of Europe. Think of that for a moment! That is what we are paying. Who is it that pays the loss? Here is a suit of clothes I bought once upon a time, I believe it is wool. Now when it started its existence before it came to me it was wool on the back of the the sheep way down on the farm. The farmer had it insured, he computed the cost and sold that to the next man and that became his cost. He added all those costs together. Now as soon as the next man got it he had it insured, he had overhead, he had rent, he had a good deal of freight to pay, and all those different charges he put to his original cost. then he added his profit onto it and he sold it to the next man and finally he did the same thing. It got to the tailor and when the tailor had it he took the original cost, added his rent, insurance, added every other cost, to it and when I bought the suit and took it out of the store I paid for the entire proposition from the beginning, when it was wool on the back of the sheep until the day I took it out of the store. It does not make any difference whether it is food on your table, a desk for your office, whatever it may be, all down the line, all products that change hands the final buyer is the man who pays the bill. Now why should we have to pay today in the high cost of living for the one million and a half dollars per day that we throw into the ordinary ditch? 87 per cent of it can be eliminated just by carefulness of our people all over the country. The National Safety Council has done a wonderful work along this line. Labor organizations of the different states have been spectacular in their particular interests in movements for safety and I cannot help but feel that what we need today, friends, is a wonderful cooperation of interest, that wonderful cooperation which will enable us to go down to the industries and bring about a change of consideration, for after all 92 per cent of all the fires of the United States, in homes, schools and industries originate and the least opening is large

in proportion to the unprotected vertical opening. Those openings ought to be protected so that they would stop the fire from starting at sections of the building. It is true in the home, it is true in the apartment house, true in industry, any place that you can cut off the fire and keep it and confine it to a certain place you are going to stop the loss of life and you are going to stop the wonderful loss of property, and just in conclusion let me say that I believe I have not touched even the economic loss, the loss of time to the workman, the loss and annihilation to business all the way through. There are three divisions I want you to remember today, first, the conservation of the lives of our people, second, the conservation of the property of our people, which we can supply, and thirdly, the conservation of our citizenship.

I am glad today to see behind us on the platform that one banner that has been forgotten ever since our boys came back from France. I am glad to see that there because I have counted in the last 168 addresses that I have given in the United States almost continuously in the last number of months and I only found the people in those different localities interested in their patriotic nationality, if you please in 39 cases. I want to say to you that when our boys came back from France and took off their uniforms we put away patriotic signs and our flags and we put them away and they are not found in our homes, they are found in drawers. We do not find them in our places of business, they are not found almost any place. You do not hear patriotic songs sung, you do not hear anything of that kind, we have been so busy in making money that we have forgotten the very root and grounding of this entire country, and that is our patriotism and in this time the element from across the sea has been attacking our liberty, has been attacking our educational system, has been attacking us all the way along the line and has been demoralizing to a large degree the very vitality of our industrial system, and I want to say to you it is all because we have been so anxious to make money that we have forgotten our love for the Country, which gave us our being. I cannot help today thinking of the two men working at a bench, the one a good American foreigner who had been over in this country about ten years and the other a paid agent of Bolsheviki Russia and after the Bolshevik had attacked America and after he had tried to undermine his patriotism, undermine his love for country, undermine his ideal of the relation between workmen and their employer, after some time the American turned on him and Edgar Gest put his reply in poetic form. It is entitled Dan McCann.

Men, as we go out to the different communities in this country let us see that we protect our home and our schools as truly as we protect our industrial plants. Let us throw around about us the protection that we give to our workmen and let us have them carry the message down into their homes that they will be able to eliminate 87 per cent of that awful waste in life and property, so that we will be able to keep that flag standing just a little bit higher and just a little brighter than it ever did before.

INDUSTRIAL EDUCATION SESSION.

Wednesday Afternoon, Oct. 26, 1921.

Hall of the House of Representatives, State Capitol.

Dr J. George Becht, Presiding.

Subject: Education for a Better Job.

(a) The University of Technical Institution. Dr. John M. Thomas, President, Pennsylvania State College.

(b) The Elementary and Secondary Schools. Dr. Wm. Davidson, Superintendent of Public Instruction, Pittsburgh.

(c) The Plant School, P. E. Wakefield, Director of Training, Carnegie Steel Company, Duquesne.

(d) School For Training Women Workers. (The Bryn Mawr College Experiment) Dean Hilda W. Smith, Bryn Mawr College.

REMARKS OF CHAIRMAN

General Chairman Clifford B. Connelley.

I regret indeed to announce that I received a telegram this morning from Mr. Hoover stating that on account of official business at Washington it would be impossible for him to be here with us this evening. In this telegram, which I have given to the press, he very plainly states why he could not come and what he would like to have stated in part had he been here. Instead of us having a substitute for Mr. Hoover we are going to abandon that and spend the evening in a pleasurable way, in the way of being amused, either at the theatres or a little dancing and so forth. However, Mr. Hoover has been selected at the last hour as the arbitrator between the railroad managers, the Brotherhood and the Labor Railroad Board and it is due to that that he could not come.

In arranging for the program we people here around Harrisburg never falter to press into service our colleagues. I did not even go so far as to ask Dr. Finegan if he would be the Chairman of this meeting. He is a member of our family, as are his associates, and I just said "We would like you to serve," as he says to me when he wants something done. So the Doctor, having illness in his home, found that it was impossible for him to be here today, but he sent over his anchor sheet, Dr. Becht, who will take charge of the meeting.

Dr. John George Becht.

Mr. Chairman, Commissioner Connelley, men and women of the Industrial Conference. I am sure it is a matter of regret to you, as it is to me, that Dr. Finegan is unable to be present. However I might say some of the things that he would like to say on an occasion of this kind, I am sure that in that saying you would miss the force of his compelling personality and as his substitute I promise you that I shall make the occasion of my officiating as painless as possible.

Pennsylvania has a very definite and a very concrete industrial educational program. I doubt if any state in the Union has made more definite progress than has this state during the past six years. Five years ago the organization of continuation schools and of industrial classes was begun under the direction of the Department of Public Instruction and we have enrolled now in the continuation classes, or had during the last year, within a few of a little more than forty thousand, boys and girls, these between the ages of 14 and 16, who were doing definite industrial work as a part of their school work. In addition to that we have the regular industrial classes and in those classes there are about twenty thousand pupils. The range of work done by those students is from simple mechanics to the higher forms of chemistry. There has been a very marked interest on the part of the local communities. Originally there were only a few districts who were willing to introduce these forms of education, these industrial educational plans. Now there is a general acceptance of them throughout the state. The problem is an exceedingly difficult one here in Pennsylvania because of our very multiplied and peculiarly complicated industrial social and commercial life. There is no other state in the Union that has such a tre-

mendous educational problem as we do have in Pennsylvania for the very reason that our industrial activities are so varied and so marked in their characteristics that it requires an unusually complex organization. We believe that splendid results have been obtained by the teachers and the workers throughout the state and increasing as the days and months and years go on there will be a paying increment as the communities recognize the worth of this type of education.

The Commonwealth of Pennsylvania feels itself peculiarly fortunate in the various persons that have come from the outside world, or outside of its borders. Recently there has come into our state one who has achieved distinction in a New England state and has given a splendid account of himself there, recently called to the headship of Pennsylvania State College he is making a name for himself among our people and making a reputation for a substantial administration, and I take very great pleasure in introducing to you at this time Dr. John Milton Thomas, the President of State College.

THE UNIVERSITY OR TECHNICAL INSTITUTION.

Dr. John M. Thomas.

I count it a very high honor to be your guest and to speak to you on this subject. I may ask your permission to deal with it almost entirely from the point of view of the institution which I represent for the reason that I am personally a newcomer and it has been all I could do thus far to become familiar with conditions in that one institution. I have had the help in the preparation of my remarks of Mr. M. C. Miller, the head of the Extension Engineering Division of the Pennsylvania State College, who is in the audience this afternoon and who will be glad to answer any questions, I am sure, on matters which I have not fully covered or which need further explanation, or to meet and confer with any of you afterwards regarding the work which I shall outline.

The primary endeavor of the College or University in industrial education is the professional training of young men, who have had at least a high school course, in the technical subjects which will equip them for positions of responsibility and leadership in industrial pursuits, with which professional training must be associated such general and liberal culture as will make them citizens of influence and men of mind sufficient to deal successfully in large affairs. It is to the interest of the commonwealth that such technical education be provided for all youth who prove themselves competent to undergo the severe discipline necessary to the adequate training of an engineer. There are not likely to be too many masters and directors of industry. The higher the rise of man, the more ample and refined his life, the greater will be the need of men who are skilled in turning the natural resources and products of the earth into materials for human use and enjoyment. Savagery had no need of the engineer, but civilization has, and the higher the civilization the more engineers will be needed and the more skillful they will be required to be.

There is a limit to the need of a commonwealth for physicians or clergymen. Enough may be provided to respond to all the sick calls and to preach to the people. But there no limit to the need

of men to construct and operate industrial plants, for the reason that every real master of industry creates the need of many others. Alexander Bell invented the telephone, and today a million engineers are required to apply his discovery to the wants of the people. Thomas A. Edison invented the electric light, and every city and town in the civilized world began calling for men educated in industry to make the invention available for common use. Nor is it alone the men of genius whose toil in the creation of industry calls forth the toil of others. Every earnest and energetic master of a shop or factory starts a demand for the product of others, which in turn send out their calls for the work of other men, and those summon others to creative activity, and there is no limit to the succession.

Employment for the millions of the increasing population of the earth waits the coming of the men of skill and training who can organize and control and by their power in leadership turn the activities of many into useful channels.

In a little New England town years ago, a little crossroads country hamlet, with a blacksmith shop, a store or two, and a run down tavern, lived a Yankee who conceived the design of a machine tool. Instead of selling his ideas to a promoter in Boston, the Yankee started making his machine in a little shop. The shop grew into a factory, where is now one of the most prosperous industries of New England, and the cross-roads hamlet is a thriving city, the most rapidly growing in the State in which it is located.

You can not have too many men like that inventive Yankee. You can not train too many boys of mechanical genius in the principles of machine design and the application of power to useful construction. Every skilled organizer and director of industry you produce will provide inviting opportunity for many others, and now and then you will find a genius who will build a great city or make a whole countryside throb with the life of a new industry.

Money expended in industrial education of the highest grade is the wisest investment any commonwealth can make. It is the grossest improvidence and short-sightedness not to offer to the youth of the state who are ambitious for education into leadership in industry the best advantages they can use and to offer those advantages to every youth who has the ambition and courage to seek them.

In Massachusetts there is a technical institute with buildings and equipment valued at \$10,235,00 and an endowment of \$9,616,000 to support its work. On a magnificent site by the Charles River its beautiful buildings welcome students from every country in the world to take advantage of the highest grade of engineering education anywhere to be found. In Pennsylvania there are worthy engineering and technical institutions, but in the only school of engineering owned by the State a devoted and able Faculty is giving instruction in buildings which cost the state \$660,000 with equipment valued at \$300,000, and the only funds available for maintenance are a grossly inadequate State appropriation. The main building burned to the ground three years ago, and not yet have we been able to secure an appropriation to replace it. Notwithstanding we have more students than we know what to do with. Our courses in electrical and mechanical engineering are the most popular in the entire institution. We could have filled each of them this year four times over

with well qualified Pennsylvania boys if we had been able to admit them. In view of the tremendous possibilities of development of industry in Pennsylvania, that statement seems to me to imply almost criminal short-sightedness and economic waste.

There should be one center of higher industrial training in the State entirely under the control of the people of the State and administered solely with an eye to the general welfare. Private interests may support their own institutions and direct their activities in accordance with the views of those who contribute to them. There are not likely to be too many such institutions, and it is not probable that they will be supported too generously. But the people as a whole have a right to one institution where no man's dollars influence policies and undertakings, free and open to all alike, and where the boy from the humblest home may have equal chance with the most favored in advantages equal to the worthiest and the best. The Commonwealth of Pennsylvania will not do her duty by her boys or by herself until such an institution is adequately and generously provided and equipped in the State's own University.

But industrial education can not be presented fully from the point of view of the University or Technical Institute without reference to the secondary endeavor of the institution, which is educational extension in the trades and industries. Especially is this true of the State institution, which is bound by the principles of its foundation and by the obligation of its public support to regard the whole territory of the state as its campus and its field of service.

The Pennsylvania State College began extension work in 1906 and was thus one of the pioneers in this form of education. It was one of the first to displace the formal lecture with syllabi and outside reading by the more practical shop class with specially prepared outline texts. Strange as it may now seem, the attitude of employers and superintendents ten years ago was not cordial toward the offer of educational advantages to the men. Representatives from the college seeking to organize classes usually met with indifference, sometimes with rebuffs, and much tact and persuasion were necessary to gain a foothold. It was not until 1910 that the first class was organized in Williamsport with the cooperation of the School Board. It was an evening class in Shop Drawing and was conducted in the High School. The following year an apprentice school was organized in the Altoona shops of the Pennsylvania Railroad, conducted by an instructor in electrical engineering from the college. Two texts were prepared, one in "Practical Applied Mathematics" and the other in "Practical Mechanics". This was the beginning of the apprentice system of instruction on the Pennsylvania Railroad which was expanded to cover all its lines in the east.

The industrial extension work is now conducted in three forms, by classes, by supervised home study, and by correspondence. The classes are held usually in the plant, a corner of the shop serving as a class room. The attitude of the companies is now such that the work can usually be done on company time. The instructor is often a foreman, sometimes a plant superintendent or engineer from the drafting room. The men are mostly in overalls, apprentices, machine operators, men from the tool room or pattern shop, any who are interested in the practical problems being demonstrated at the

rude blackboard hung from the shafting. At each weekly lesson problems are given out for home work and the papers are handed in the week following. Difficulties are discussed and explanations made. The value of the work depends largely upon the teacher. In every case he is a practical man from the industry, the college insisting upon this qualification. Many of these classes have been extraordinarily successful and the results have been extremely valuable.

The great difficulty in extension classes, however, is in difference of age, ability, and previous experience of the members. To obviate this difficulty the home study method was inaugurated, and this is gaining rapidly in popularity. By this method lessons are prepared at home, sent to the correspondence staff at the college, where they are corrected and returned. A local supervisor supplements the work of the college by meeting the students at regular appointments and assisting them in their difficulties. Since the supervisor is not required to correct and grade papers, it is often possible to secure a staff executive for the position. Recently the plan has been tried of having a travelling supervisor who visits the men in a considerable section. This method has proved to have many advantages, a high efficiency in the number of completions having been attained, even with an enrollment of men of all degrees of preparation. The efficiency has equalled that of classes, and by this method instruction has been given to large numbers who could not have been organized into classes.

The third method of extension instruction is by correspondence. This is designed to meet the needs of isolated individuals who cannot meet with a supervisor or in classes. Although inaugurated only two years ago the growth of the correspondence section has been most rapid. The courses now offered cover a wide range, from short courses in drawing to complete courses in shop engineering. Experience has shown serious defects in the ordinary type of lesson material both in range and content, especially for correspondence instruction, and therefore an original series of texts has been prepared to meet the needs of this department. Thirty-three units have been completed, ranging from elementary shop arithmetic to advanced mechanical and electrical engineering and from shop sketching to practical machine design. These are mimeographed and supplied at cost, which of course is very low. By this unit plan a subject is divided into short sub-divisions, each complete in itself and yet fitting into subsequent parts, and together forming a complete text on the subject. The completion of a unit forms an incentive to go on to the next and avoids the discouragement of the presentation of a seemingly impossible mass of material at the start. Allowance is made for the interpolation of practical problems arising in the actual work of the student, and these local and original problems give reality to the principles laid down in more general terms in the text. These original problems are a very important factor in industrial education.

These units have already been adopted very widely throughout the State. They have proved their value in over a hundred Pennsylvania industries and are being largely used in Y. M. C. A. schools and in night classes of the public schools. New courses are continu-

ally in preparation and a thorough revision of the complete series based on experience with large numbers of students is already under way.

The growth of the extension body of students beyond the reach of personal visits of the Extension Division representatives suggested a monthly publication to keep in touch with them, maintain their interest, and distribute news items concerning various features of the work. This Engineering Extension News, distributed free to students in classes, correspondence students, school heads and plant executives, has proved of great value, in stimulating and preserving interest.

The college believes so thoroughly in this work, and in the actual knowledge and education gained by it, that its Faculty, although jealous of its academic standards and the integrity of its degree, is granting college credit to those able to meet college entrance requirements for extension courses of college grade successfully completed. Men are now working for college credit by correspondence in mathematics, drawing, and a variety of engineering subjects. The regular college texts are used and the credits are recorded in the office of the Registrar. The students are men who have been in college and have been obliged to drop out, men who are expecting to enter later and are earning money for their course, teachers in public schools, and men in engineering positions who are ambitious to master advanced subjects.

The Engineering Extension division has found it advisable frequently to make a survey of the educational problems of a plant or industry for the purpose of outlining the work best adapted to its particular needs. This involves a job analysis, followed by a report and an outline of courses of study. It is found by these surveys that usually special studies are required and re-arrangements of lesson material are desirable.

We have now two hundred extension classes in thirty-five cities of the State. We have enrolled in classes 4,356 students, for Home Study 2,425, in courses by correspondence 604,—a total of 7,385. Thirty-one subjects are being taught and we have 127 teachers and supervisors, the local men for the most part serving without pay. The work was started with no appropriation, because the demand was too insistent to be refused. In 1915 the State made an appropriation of \$4,000 for engineering extension for the biennial period. In 1917 this was increased to \$5,000, and in 1919 to \$10,000. This is all we have ever received to meet the educational demands of the workers in Pennsylvania industries. The cost to the State has been \$1.30 per student per year.

In addition to this question of how to train the men, there arises the question of whom to train and to what extent. First and foremost, I should say the foreman.

Most foremen should have some training in shop calculations, in the use of formulas as found in an engineering hand book, in the use of curves as applied to shop practice, in the elementary mechanics of machines, and what is still more important, in such things as new production methods, the organization and policies of his firm, his relation to the cost department, stores department, personnel department and the like. Lessons in all of these subjects have been carefully prepared by the College, and the subjects just mentioned can all be covered in a year's work.

In connection with this question of training foremen, there is also the matter of developing new men for future foreman positions. Other men who look promising should be encouraged to take the same course of study so as to be better prepared when the opening comes. In fact, if the future foreman is to be the man he ought to be, his training should start long before he has reached the foreman's position and responsibilities.

Who else should receive training? In general, all employees whose work necessitates something more than muscle. Machinists, repairmen, electricians, carpenters or patternmakers and a host of others can be made to do more efficient work if they can be instructed in the fundamental principles of every day importance in the shop. Such instruction opens their eyes to new possibilities, it makes them more interested in their job, it reduces labor turnover, it prepares them for future advancement and it makes them better citizens. There is no better means of fighting radicalism than through education.

As our Extension men travel throughout the State and visit industries, they find that the chief reason why more training is not done is because the companies do not know just what to do or how to start. To my mind one of the greatest services the Extension Department offers is in this matter of taking over the responsibilities of formulating and introducing a plan. Upon the authorization of the Company, one of our representatives goes to the plant, makes a survey to determine what training should be started, interviews men and lays out courses of study suitable to their positions, previous education and experience, selects the supervisor, orders the lesson materials and performs any other details of the process of getting a group started. The Company has nothing to worry about since we take over the responsibility. At various times after organization our representative visits the Company to check over procedure and results, and give any assistance or advice to the supervisor as he may need it.

I have spoken only of engineering extension, but a similar story could be told of the work of the school of mines in mining extension. In the mining industry the demand is fully as keen and the results are fully as beneficial in greater skill, promotion and better jobs, and increased earning power and value to the industry.

There is great advantage in the conduct of such work by an educational institution, particularly one recognized and supported by the State. The men prize the work more highly because it is offered to them by a college. Feeling themselves part of the college enterprise, as indeed they are, they gain in self-respect, in ambition, in feeling of responsibility. They are better citizens as well as better operatives. Knowing that the motive of private gain is entirely absent from the endeavor, their sense of gratitude impels them to do their best. The interest of the institution is not in the number of enrollments and fees paid, but in the number who complete the course and show the benefits of it in more efficient service and promotion to positions of larger responsibility. The men know this and it is a stimulus to them to realize the purpose which it is the intention of the endeavor to accomplish.

There are at least 100,000 workers in Pennsylvania industries in need of instruction such as we have learned how to give and such as they are glad to accept. They are the State's greatest asset, worth

more than all her coal and iron. There is no interest more important to the commonwealth than the skill and intelligence of her workers. They are ready for instruction and their self-respect compels them to prefer it, not at the hand of private charity, but from the State's own instrument of education. No instrument can contribute more to the permanent prosperity and welfare of Pennsylvania than an adequate and worthy State University at whose heart is the ambition to carry the light of learning to all the people as they are able to receive it.

The Chairman:

I am sure we all appreciate the splendid presentation by President Thomas of State College and I wish that we might at this time take time to ask questions and enter into a discussion. I fear, however, that will not be the best thing to do on account of the number of speakers on the program and though I have no orders from the Commissioner, I shall assume that we will take up at the close of the session for discussion any questions that may be raised regarding the discussion or the addresses that have been made. I know that President Thomas and Mr. Miller will be very glad to answer any questions; however, I think it inadvisable to throw the meeting open at this time, on account of the other speakers that are to follow.

Pittsburgh is the greatest industrial centre in the world. I am sure that Pittsburghers think so, even if people outside of Pittsburgh do not think so. Pittsburgh also has the greatest educational system of any city in the world, and likewise Pittsburghers will agree. The head of that system is here, a little late, but he always arrives, and since he has arrived I take great pleasure in introducing to you Dr. Davidson, who will discuss for us, or explain to us how the Pittsburgh elementary and secondary schools prepare the boy and girl for the job of life and living.

THE ELEMENTARY AND SECONDARY SCHOOLS

Dr. William Davidson.

Mr. Becht and ladies and gentlemen. The purpose of this conference, as outlined in your program, constitutes both an appeal and a challenge to those engaged in educational work to meet what you may formulate as the demand upon an educational system to properly prepare its youth to meet and fit into efficiently and effectively the work which youth is to do in life. Fundamentally, if I caught the spirit of Dr. Thomas's address, I think we would be in full accord and agreement, not only with him but with you in believing that there must be a basic preparation from the standpoint of public school instruction which prepares in the field of general education the boy, or the girl, to fit into the job, and I am assuming that we would all hold as a fundamental that any school system that would presuppose that its function was to immediately begin the training for the job first and to give nothing else would be looked upon with disfavor by any group of people in any nation of the world. We have reached the point where we emphasize more and more as we contemplate the things practical coming into education and into the curriculum of

the Public School, whether it be in its elementary or its secondary division, where we must realize more and more that the lad who is trained and the girl who is trained to do a specific piece of work in the field of industry or in the field of vocation, must have an opening of the mind and a vision through the type of instruction that is given in the public schools that will enable that individual, after returning from the day's work, to sit down by the fire side and enjoy life and all that life may bring to an individual as a citizen, or any community or as a citizen of the world. In other words, you do not per se have a job and leave out some of the cultural things, some of the things that make life worth living, that open up the libraries of the world, that open up communication and intercommunication between souls, would be one of the mistakes which America in the past has never made and which America in the future in relation to the public schools never will make. We must lay fundamental and broad preparation in a general way that will affect the lives of the boys and girls who pass through the public schools of the land, and while doing that we have come to recognize that the old so-called type of book culture that was all culture, is a thing of the past, and that we must have a combination of the practical and of the cultural in order that we shall make real citizens in connection with training in the public schools. And so modern education has been tending more and more to development of that type of curriculum which has to do with the practical studies and has to do with the cultural studies at the same time and there has come a feeling into the leadership of American education and into the rank and file of the teaching body and in the common thought of the people as a whole, that those two thoughts and ideals can be made to fuse and produce a better type of training in the public schools than if it were all one thing or all the other. We need to train to make a living and at the same time train for a life itself in all that living means to the individual citizen of America, and so into the elementary and secondary school curriculum of America there has come infrequently the thought that the whole type of handiwork in the schools which went under the title of manual training, is so formal and academic that it needs to be definitized in many instances, in order that that group of boys and girls who desire to do something definite and particularly so that they may more easily and readily earn a living in life, shall have their opportunity to be trained within proper limits at the public expense of the public schools of the country, and Pittsburgh has conceived that as the present day thought in connection with the development of her public schools and in both her elementary schools and in her high schools is trying to reach out and definitize the work along the line of the practical, while still holding on strongly to the things that are cultural. Our high schools are all of the type, with the exception of one, of the cosmopolitan or subjects which he may elect as a major in connection with his general course high school. We place under one principal and under one roof the recognized three groups of subjects in the educational world, the academic or classical, the so-called cultural by themselves, as we think of that term, and then under the same roof the commercial, which have to do with the vocation, then under that same roof the technical courses and in those technical courses and in the commercial courses and in the academic course we give every child under that roof an opportunity to feel himself out by means of the elective system, in any one of the groups the

high school work. That is to say, if a student elects to do academic work, that student by the nature of his election and requirement of our rules must have a feel out in some of the branches, though they be limited in the commercial group, and likewise in the technical group, in order to see for himself what his feeling may be in relation to the things that are offered in the curriculum before he determines for himself whether he wishes to be wholly academic in his case and cultural, wholly commercial or wholly technical and in that way we try to guide our pupils vocationally or educationally, as you may see, by means of establishing in our schools a vocational guidance department with a director at the head and a staff of assistants as placement secretaries and field secretaries to go out and touch up with industry, to go out and touch up with all places where they are likely to find employment, and then in the smaller high schools to have at least one vocational guide and in the larger high schools a provision made for two. This staff of some twenty people in Pittsburgh are trying to lay hold upon the question of guiding the children through their courses of study intelligently after all the facts have been presented through the vocational guidance department in relation to the individual who may be seeking guidance or whom we may be seeking out and helping to guide, and so in the field of guidance we hope to be able to determine what the needs are, what the wishes are, what the tastes are of these children in our schools, who shall have come in without very much thought as to what kind of a course of study they were going to take, without very much thought of what they wish to do in life and have sort of muddled along through the course of study without any intelligent direction being given to the problem of what they wanted to be or what they wanted to become in life. This organization, which has been running in Pittsburgh for some time, is at last beginning to feel that it is becoming effective and our teachers are looking more and more to the wisdom of that sort of organization, set up in the public school system, which will be able to not only guide industry aright but will be able to guide along other lines in connection with industry as well.

So our vocational guidance department is seeking, in a broad way, to particularize the work in such fashion that we may in time be able to classify and does classify, the inclination, and to classify the bent of the children in the school system. We reach down into the seventh and eighth grades with some of the work and we hope to discover before the boys and girls come into the high school, some of the things that will be of value when we more intensively study the case in connection with the child while pursuing the high school course. And so one of the things that we are trying to do in Pittsburgh is to determine, if we can, just what kind of guidance can be intelligently given in the administration of the public school system, so as to save time, in order to prevent wastage on the part of the youths who attend our public schools and we believe that ultimately that sort of an organization will solve many of the problems in relation to the question of education which have never been solved properly in the past, for we have been a little indefinite and chaotic in relation to organization of our school system, usually they have grown up a good deal after the fashion of Topsy, without anything very definite in mind so far as their relation to the individual pupils has been concerned. Children come

in, some parents have a knowledge of what they want their children to do, they properly direct and guide their children, but in the main it can be taken as a truism that parents themselves are not properly prepared to guide children through a curriculum, the vast majority of whom not being acquainted with the contents of that curriculum, and so concluding my remarks upon the question of vocational guidance, we feel in connection with the Pittsburgh schools working out in our laboratory as we are with our staff of vocational guiders, that we will be able, through our counsellors in our high schools and vocational guidance staff, to solve many of the problems in relation to individual pupils in the future more intelligently than we have been able to solve them in the past, and where indefiniteness has been the order of the day in the lives of many families and in the lives of the children there will be an inquiry just as soon as the child enters the school as to what course such child ought to take and so as the result of this type of guiding we get just that kind of inquiry at the present time from pupils and from parents, in order that their children may be properly directed in their work. We are trying today, as an off shoot of that sort of work, in connection with our department stores something through a study with Carnegie Tech that enables us to select on the cooperative plan groups of boys and girls to go into department stores and become salesmen, and so we are trying to select those who have a feeling that they desire to go into that kind of work, and we are making a study of all the things which Pittsburgh has to offer to its youth in order that we may lay before them a full chart of what Pittsburgh really needs when it says Help Wanted in this employment, in this vocation and that vocation, and so on through the entire list and in our salesmanship courses, under the guidance of Carnegie Tech, its department of sociology, which institution has been making an intensive study of that problem, not only for ourselves but for the whole country, we have been able to guide many children in courses of salesmanship where they have soon secured positions that were commensurate with their training. Instead of drifting about from place to place hunting positions we have in connection with our vocational guidance department an employment bureau, and when a boy in the public high school of the city or in the seventh and eighth grade comes to the age where he is seeking employment, our placement bureau looks after that lad or that lassie and places him or her, if it is at all possible, in accordance with the study which we have made of his or her capability, as the case may be, and in that way we feel the public school in an intimate way in its present study of the individual child of Pittsburgh, particularly that group seeking employment in the vocation and in industry, is doing a work which was never conceived of in the past. What is true of Pittsburgh is true of every representative public school system at the present in America. We are all moving. Mr. Chairman, in the same direction, to take care of the product which it has turned out, instead of turning it out into the world and we say to our business men everywhere we hope you will never employ anybody from the public schools except through our own channels, so that you will know from us the standards in scholarship and inability of the child whom you are employing in your establishment. This is something about which criticism very frequently comes upon the public schools, Mr. Chairman. Here comes a banker and says

"This boy I have gotten from the public schools cannot add." Here will come another employer along and say "This boy or girl cannot spell, what are the public schools doing?" I remember while living in the City of Omaha one of my banker friends was constantly challenging me with that statement. I used to say to him if you will take your whole group of employees here and examine 100 of them in the establishment at the time and let me give to them the very lesson that was recited by sixth grade pupils of the public schools and then let me grade the papers, taking your whole group, from yourself with your gray silver hair, down to the last employee that you have here and then strike an average I will guarantee you that throughout the sixth grade of the city of Omaha I will find a higher average in our spelling standard than your own employees here in the establishment will stand. We never have made 100 per cent perfect spellers or 100 per cent perfect reckoners. I found that the individual that was to be employed was a lad who had not done very well in school and that if they had made inquiry they would not have taken him as an example of the average product of the public schools and so this cooperation spirit will have two effects, it will enable the business world in industry and in the vocation not only to expect from the public schools but to look to the public schools, through its placement bureau and secretary when they are seeking help for their establishments, and not only that, it will even go right down into the home and through the schools, so far as a matter of information is concerned, that if these boys and these girls desire employment in the outside world they are likely to secure such employment only on the recommendation of the public schools, and a higher type of work will result, because as a cooperation of the employing world with the public school system, through its vocational guidance department and through its educational administration in this way not only Pittsburgh, as I say, but the public school systems of America, are trying to measure up and meet you in the challenge which you make to us, in the appeal which you bring to us, meet you more than half way in our efforts to improve the quality of the type of the public schools as they come into all these vocations and into the field of industry, which has been served by our own department for the purpose of ascertaining exactly the needs of industry and the needs of vocation offered in any definite community such as Pittsburgh represents.

But, my friends, time is limited here, I have already had the warning of the Chairman that there are other speakers to follow and I cannot take all of your time this afternoon, I simply want to open up to you what I believe is one of the future departments of public education, that which has to do not only with a survey of each city with regard to its business in the employment in the vocations and industry and in other lines that may be open to boys and girls everywhere, but to establish in connection with that survey a vocational guide or counsellor that will make the children know and feel, and the parents know and feel that the public schools are not only concerned with things cultural but they are concerned with things practical, and are desirous that the children shall be trained not only for life but for the making of a living as well, and that is the standard and ideal set up, and then in addition to that it shall be the inclination of the public schools, in cooperation with the great employing world, to establish placement secretaries through its schools for groups of

children here and groups of children there, so that when employers come along seeking this product of the public school they can have some intelligent contribution made to the matter of the recommending which the public schools will be concerned with when it passes out into history, passes out into the vocation, the product which it has been fitting just for that particular field of work. But in addition to that, the public schools of Pittsburgh are trying in every way to develop some things along the line of training within its own affairs. We link up with the Smith-Hughes Bill. We get some money through Dr. Becht's Department here, from the National Government because they have seen that there are in our schools certain groups of boys and certain groups of girls who are desirous of specializing in a more definite way than other groups who take the general course or mix their courses, as I have outlined in my opening remarks. In other words, we teach in our industrial school, known as the Ralston industrial School, printing to the extent that the printers organization of our city donated last year to us \$2000 worth of material, in order that they might encourage our youth to continue printing in that industrial school, and just as soon as the product comes out from that school and has what we call received a diploma of proficiency, that lad goes immediately into some printing office in the city, where he is treated courteously and carried along until he becomes a full fledged printer, under the guidance of the unions of the city.

Not only that, but take up electric wiring and machine shop in the same way, take up carpenter work in the same way and are trying in our training in relation to this work to make our work not to cover mere exercises, but to touch the field of productivities up to the point that any one in that body will be offered to the outside world to be made utilizable by the school district itself. In other words, last year we were able to make in our own shop some two dozen folding chairs, of a little better grade than we can buy, as a matter of fact, if we bought them. But we would never have bought those chairs in the outside world, we were simply utilizing the classroom hours for the purpose of doing something practical, instead of making a nice exercise that could have been looked upon by the parents with favor and looked upon by the children and when the child had left school to be thrown into the junk heap or scrap pile. Those two dozen chairs enriched the school by turning back the energy of our industrially inclined boys and girls and the real purpose in making the school more completely equipped than it would have been if we did not have this productive idea in connection with our work, and the same thing is done in relation to our printing. Understand, we do not go out in the outside world and compete in any way. What we do is to limit it to our own needs and cover a field that if we were not doing this for ourselves it would not be done at all by anybody outside of the school organization, and we do that in machine shop work, and so in electrical wiring and in some other branches that have taken up along the line in connection with the Ralston Industrial school in that city. Some 275 boys are carrying on courses along the line which they hope to enter when they go out of school in the work which they also hope to make their life work. That is making the public school fit into the individual who has discovered himself. He knows where he is going and what he is going to do when he gets there and the more we can do of that sort

of thing in the public school the better it will link up with industry and all educational work, and the better the schools will be. And so in our Junior High Schools, we introduce courses of the same nature so that certain groups of boys and girls who are industrially and vocationally minded, put them on a basis of fifty per cent book work and fifty percent hand work and graduate them from the public school system because they are getting the things that after all are to enhance their capacity to do and to accomplish and to succeed when they get out of the public schools into the real work-a-day world. Some of these things that Pittsburgh is doing, Mr. Chairman, other school systems are doing, trying to make the public school function with real every day practical life, but at this same time holding on to those things that will enable the boy or the girl when they have gone through the public school system and they go home from a hard day's toil and sit down by the fireside and enjoy the newspaper or enjoy some of the masters of the world, so that that individual instead of thinking in terms of the vocation per se, in terms of industrial policy, shall be a cultured rounded out American citizen within the limits of the schooling which he has been able to obtain from a public school system, and that is the idea, it seems to me, we are striving for in America and the idea which you men have been challenging us to tiptoe up toward and also making the appeal that we meet more fully and more completely than we have done in the past with your cooperation and your encouragement in this thing which I am just visioning and which you are so familiar with yourselves. I believe that within the next 25 years in America education will have gone forward by such leaps and bounds that there will come forth a curriculum and course of study in the elementary schools and in the high schools of the country that will make of the American children well trained and well organized useful citizens, the like of which America has not yet dreamed of and that is the thing which your challenge brings to us and it is the appeal which you make to us, for it comes from patrons everywhere, and this challenge which we hope to rise to meet in a successful way, in order that the old type of academic training and old type of academic industrial work that used to be in the schools shall be vitalized and made productive and useful and that the child can see a purpose in the type of work which is being carried on by him in his class room, whether in the elementary school or in the secondary high school.

The CHAIRMAN: I am sure we are not in doubt at all as to the aim and purpose of the school as expressed by Dr. Davidson, and that the schools of Pittsburgh exemplify the ideals that he has set forth.

Education expresses itself in many different forms. We have the free public school, we have the technical college and we have also a type of education relatively new, in which the industry itself looks after the education of its employees. This has been developed in many parts of the state, probably best expressed in some of the communities in western Pennsylvania, and we will have the pleasure of listening to Dr. P. E. Wakefield, who will discuss the "Plant School" and this education for a better shop.

THE PLANT SCHOOL.

P. E. Wakefield.

Mr. Chairman, ladies and gentlemen. As nearly as I was able to interpret the requirements of this conference, from the communication that I received from Dr. Connelley several weeks ago, it appeared to me that the purpose of my discussion should be to offer for your consideration a composite description of the modern plant school, making up this picture by reviewing the circumstances that have led to the development of the plant school, defining its functions and scope and stating certain general principles relating to its organization and management. While the Chairman has referred to my connection with the training work of the Carnegie Steel Company, because of his reference to that connection, I want to make it plain to you that I have not confined myself to description of their training work. It is so comparatively undeveloped and unfinished that such a limited description would not meet your requirements this afternoon, and the general principles that I refer to regarding the management and the organization of the plant school are in no sense to be considered as statements of policy of the company that I represent, because I have no authority to make public statements of policy for that company. The purpose of this discussion is to present a composite description of the modern plant school, by reviewing the circumstances that have lead to its development, defining its functions and scope, and stating certain generally accepted principles relating to its organization and management.

The expansion and developement of industry during the past fifty years has brought into being a great number of specialized occupations, which call for a great variety of specialized knowledges and skill. As this condition developed, it gradually became more and more evident that definite facilities were needed for preparing men and women for these occupations. Public educational institutions did not provide these facilities. At no time have these institutions claimed that they could completely prepare their students for particular occupations. During the last decade notable progress has been made in this direction, and we can expect even farther progress; but at this time it has not been definitely determined whether or not a public educational institution can completely prepare its students for particular occupations, or even to what extent they can contribute to this preparation. Meanwhile, the need for definite occupational training being imperative, in the absence of any other agencies, industry has been compelled to develope its own plant schools.

The employees of an industrial plant, for whose benefit the plant school is operated, may be classified according to the nature of their occupations as follows:

1. Common Laborers—Whose duties require neither skill nor knowledge, and no special qualifications beyond physical strength.
2. Operatives—Whose duties are cyclic, that is they consist of actions or a series of actions that are continually being repeated,

and which require mechanical dexterity or manual skill, a very limited amount of special knowledge, and no general knowledge. Proficiency is acquired mainly through practice.

3. Clerical Workers—Whose duties include the routine work in offices. Their work is repetitive, and requires certain manual dexterity, a knowledge of English and Elementary arithmetic, certain general knowledge, and mental alertness.

4. Mechanics—Those whose duties are non-repetitive or non-cyclic, and which require manual skill, dexterity, special knowledge, and a degree of general knowledge. Their proficiency is acquired through experience and study.

5. Professional Workers and Specialists—Those whose duties are of a technical or highly skilled nature, requiring much knowledge of a specialized kind with more or less knowledge of a general nature, combined with manual skill, ingenuity, and resourcefulness.

6. Salesmen—Who require great mental alertness, a pleasing personality, perseverance, and a general knowledge of the manufacture and uses of the product that they sell.

7. Executives—Those charged with the control of men and machinery, or the management of the business. Their proficiency depends upon certain personal characteristics, the ability to judge and handle men, an intimate knowledge of all processes and operations under their charge, and a general knowledge of the business of the company.

Before proceeding to a description of these three types of schools, the discussion to this point may be summarized briefly.

The function of the plant is three-fold:

1. To prepare new or young employes for particular vocations.
2. To increase the proficiency of employes already established in a vocation.
3. To qualify employes for promotion.

This three-fold purpose must be accomplished with reference to six classes of employes.

1. Operatives
2. Clerical Workers
3. Mechanics
4. Professional Workers and Specialists
5. Salesmen
6. Executives.

Three general types of plant schools have been developed.

1. Inducting, or Vestibule, Schools
2. Apprenticeship Schools
3. Improvement Schools

In general, the management of the plant school is in charge of a Committee on Education, composed of officials of the company operating the school. The duties of this committee are to determine the policies of the school. An ex-officio member of this committee is the Director of Instruction, who is responsible for executing the company's educational policies. If the size of the school is sufficient to justify the arrangement, this Director of Instruction devotes all of his time to the school work, and is assisted by one or more Assistant

Directors, to whom may be assigned responsibility for definite parts of the school work. Under the Assistant Director come the instructors, from the company's organization, chosen for their special qualifications to give instruction on particular subjects.

The Vestibule School, in its most elaborate form, consists of a special department of the plant in which is installed such standard equipment and facilities as are required for inducting new employes into particular jobs. The vestibule school trains only operatives and clerical workers, or employes whose work is cyclic, and this elaborate form is practicable only when a large number of such employes are regularly absorbed into the organization. However, the Vestibule School may be so simple as to consist of only an organization of part-time instructors, using the regular equipment of the departments for which the new workers are being trained.

The Apprenticeship School provides a more elaborate training than the Vestibule School, and is devised to train mechanics or specialists. These men have duties of a technical or highly skilled nature, non-cyclic in character, and requiring manual skill or dexterity, ingenuity, and resourcefulness. Proficiency in such occupations comes from experience and study, and requires a training period of from one to four years.

The manual skill and much of the requisite special knowledge can be required only from supervised experience in the particular occupation. Some of the special and general knowledge, particularly the theory which develops the employe's resourcefulness, can best be taught by means of systematic course of study. Accordingly, apprenticeship schools provide both practical and theoretical instruction, both actual experience on the job, and classroom or book instruction pertaining to the job. Special instructors supervise the apprentices through a course of study pertaining to their work.

The Improvement School serves all classes of employes, from the operatives up to and including the executives. Its activities necessarily assume a wide variety of forms and cover a wide range of subjects, precluding any detailed description of this discussion. To illustrate the extent of the field that can be covered by the Improvement School, it is conceivable that it might offer a rigger a series of lessons in how to tie knots, and the head of the shipping department a course in traffic management.

Where no plant school is operated, an individual employe who wishes to increase his proficiency in his vocation, or to qualify for promotion, must exercise his own initiative and avail himself of whatever means there may be for accomplishing his purpose. For this condition the Improvement School, in its essential features, substitutes a system under which the company takes the initiative in arranging definite opportunities for the individual employe to effect his own self improvement.

THE SCHOOL FOR TRAINING WOMEN.

Dean Hilda W. Smith.

A two months course for women workers in industry was started at Bryn Mawr College last summer.

The idea originated with President Thomas, who thought such a course would be the most constructive contribution a women's college could make in the solution of modern industrial problems. The more extended use of the college buildings was also a consideration.

Plans for the School were drawn up by a Joint Administrative Committee, consisting of representatives of the Directors of the College, the Faculty and Alumnae together with a group of women workers in industry, selected by Miss Mary Anderson, Chief of the Woman's Bureau of the Department of Labor.

On the financial side, the plan was to offer scholarships of \$200. Covering a student's expenses for two months at the School. These scholarships were raised throughout the country by local committees made up of college Alumnae and women workers in industry. Trade Unions, women's clubs, or interested individuals contributed to these scholarships. Students were selected according to the following qualifications:

Ability to read and write English.

A common school education or its equivalent.

Good health (a preliminary medical examination was required).

For the purposes of the school the term woman worker in industry was defined as meaning "women who are working with the tools of their trade and not in a supervisory capacity" and for the first summer at least not to include teachers, office workers, saleswomen, household workers or waitresses.

Students were finally selected by the Local Committees—80 students from a group of 212 who applied for scholarships.

A special group of ten leaders in industry were admitted for more advanced work.

Among the students all groups of industry and of the Labor Movement were represented: 19 trades, organized and unorganized; 13 nationalities, many religious beliefs.

Many students had made sacrifices to come. Some had given up jobs, most of them had to meet family obligations while they were at the school, feeling a great responsibility that they had been chosen for this opportunity.

Students an unusual group, eager, keen of intellect, with mature minds and an ambition to go on with education. Many of them had left school at 12 or 13 to go into factory.

The educational problem a serious one. Classes in small sections, followed by hour of tutoring or individual work. Difficulties of studying, grasping lectures, writing papers, reading. Great improvements in all students within two months.

Courses offered: English Literature and Composition, Labor Economics, Social and Political History, Hygiene, Music. Special lectures on Science, Industrial Organization, Women in the Labor

Movement, Community Life. Instructors chosen who had had experience in adult education.

Difficulties of classification of students according to previous preparation—night schools, reading done, industrial experience, etc.

Classroom work often a mutual give and take between students and instructors, each giving results of theoretical training or practical experience.

Problem of finding books simple enough for text books.

Organization of health department. Medical examinations, treatment, corrective gymnastics, hygiene lectures. This feature of the school much appreciated by students, and doctor's recommendations followed up after return home.

Athletics popular, baseball, swimming, tennis, folk-dancing. Great progress made by students who had never had an opportunity for these sports.

Music course much appreciated, Concerts, violin, cello, etc., a part of the school program. Informal singing. School songs.

Cooperative store started by students.

"The Daisy" started by the students as a weekly paper, a record of events, and channel for expression of opinion.

School journal, written daily by one girl every day and read at Sunday evening meetings, when poetry and music also were part of programs.

Excursions during the summer to Washington, Philadelphia, Atlantic City, Valley Forge, etc.

Students elected representatives to all committees of management—Directing Committee, House Comm., Health Comm., etc. Student Committee met with faculty for conferences on matters of courses and instruction.

Debates and Open Forums arranged by students for discussion of such subjects, as Shop Committees vs. the Trade Union, the Irish Question, Legislation for Women, etc.

Freedom of speech the keynote of the summer. Discussion of every subject. Relation of classroom instruction to students experience. Inter-action of various groups in the school—organized and unorganized, etc. Growth of tolerance and open mindedness.

Discussion of possible attitude of organized labor toward the school. Conference of representatives of labor organizations called at Bryn Mawr to discuss this question.

Freedom of teaching and no propaganda decided on by the Joint Administrative Committee as two policies of the School.

A certificate stating that student had attended this two months' course given to each student at end of term.

Reports from all over country that students are going on with studies, and demanding courses for themselves and other industrial workers through Y. W. C. A., and other groups.

Winter program of school includes study of labor Schools and Workers' Education, visits to local committees, follow-up work with these students, organization of school for next summer.

Students have formed an Alumnae Association and elected officers. Plan to keep in touch with each other and the School.

Hope to admit 100 students next year, including a group of second year students.

DISCUSSION.

The CHAIRMAN: There are in the Commonwealth of Pennsylvania in the public schools of the Commonwealth about 1,500,000 children and youth; there are in the graduate colleges and universities of the state 45,000 or 50,000 students; there are other thousands in the private and parochial schools; all in all there are probably 2,000,000 of that population in school under formal instruction. That probably is putting it high. We have in the Commonwealth about 9,000,000 of a population which means that 7,000,000 of our people are not engaged in formal educational activities, and yet we go on the principle that education is a never ending process and that every man, woman and child for every day should be farther on educationally than he was the day before. So you see there is endless room for the multiplying of educational agencies and we cannot have too many of them. We have as one of the comparatively recent developments the Labor Union College engaged in a work and in a field of higher education. We have the privilege this afternoon of listening to one who can speak with authority on that particular subject, Mr. John Phillips, the Second Vice President of the Pennsylvania Federation of Labor, and I take great pleasure in introducing Mr. Phillips at this time.

MR. JOHN PHILLIPS: Mr. Chairman, ladies and gentlemen. On account of the sub-heading which is carried under the general subject for discussion this afternoon I was somewhat fearful that the matter which I propose to place before you would hardly be in order, but after talking over the situation with some of those who arranged the program I understand that it is perfectly in order for the one who in the presentation of his subject may be regarded as more or less of an educational ordeal to go right through with his paper.

The CHAIRMAN: At the outset of the conference we had hoped that we might have time to engage in some general discussion by allowing questions to be asked. The time is growing very late, so that I shall turn the meeting over to the Commissioner for the time being for any suggestions that he has to offer to us, Commissioner Connelley.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: There has been handed to me a suggestion of a resolution by one of our guests and with your indulgence I will read it:

RESOLVED, That the guests, speakers and combined forces of the Department of Labor and Industry, in session assembled at the Industrial Relations Conference, send to Honorable Herbert Hoover our heartfelt regret over the unavoidable cancellation of his engagement to personally present his message to us at this time, which we were looking forward to with so much interest and pleasure, and convey our hope for a successful issue of the important mission now calling for his distinguished services, which is of such vital importance to our nation at this critical period of our history.

On motion, duly seconded, the resolution was unanimously adopted.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: This conference has taken the attitude of an open forum, if you please, and I would like to call attention to this for a moment: In the ante room at my left there is an exhibit of press industrial publicity of Pennsylvania and some other of our sister states. I wish that you all might

come to the meeting tomorrow, because after all we depend largely on the publicity both in the newspapers and in the journals of this country for education, and I am sure if you will peruse the program you will find that the men that are there on the program will give you something worth while.

This morning I was called out to the ante room by a young man who was interested in the condition of the country, a man from New York, who asked that he might have a few minutes at the end of this session to tell something about his experience. It will take less than ten minutes to give you some thought that he has regarding the building condition and the real estate conditon and the banking condition of the State of New York. Mr. Myers wishes your indulgence for less than ten minutes, and I hope you will give it. Mr. Myers, of New York.

MR. T. H. CARROW: With what firm is he conected?

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: He does not represent anybody except the State of New York.

MR. MYERS: Commissioner Connelley, ladies and gentlemen. I realize the lateness of the hour and I am going to try and tell you in just a few words what caused me to stay over this afternoon, being in Harrisburg on another mission, because I realize that in a group, such as I understand this is, something might come that would help you and help us in New York to solve the industrial crisis that we are going through today. I believe that you will agree that a resumption of building means a great deal to the State of Pennsylvania, in which I have the honor to have been born and raised, and which I still call home, because up in the corner of Pennsylvania, in a little town called Oil City, live my father and mother, who celebrated their golden anniversary less than a year ago, and which I had the pleasure of attending, and I still call Pennsylvania home.

I believe that the use of building materials is one of the factors in the manufacturing products in the State of Pennsylvania, and I know of nothing at this time that is much duller than the fabricating of steel and the making of glass and the various other things that are used in buildings. Now there is no reason for that, because we have a house shortage. We are ten years underbuilt in New York. It was my duty and privilege to go up to Albany a year ago this past September concerning the emergency rent legislation, when the laws were put on at the last moment to prevent evictions in New York on account of the shortage, and at that same time assisted in a feeble way to get tax exemption for ten years on any building for the people to live in, single house, double house and multifamily houses. We felt that when that enabling act was passed by the legislature permitting the granting of tax exemptions in the City of New York, that it would mean a building boom, but I am sorry to say, ladies and gentlemen, that it did not, and the proposition that we are up against today, and the message that I would like to have some of you take home and try to solve, perhaps some Moses will bring us the solution, and it is this, ladies and gentlemen: That on account of the income tax on mortgages and the fact that those people who are withdrawing their money from the mortgages today and investing them in organization securities, there is no such thing as mortgage money available. Now the situation cannot be solved by me, but if I give

you the ills and perhaps suggest one or two cures maybe you can have others. The commercial banks have no money, the saving banks are seething with money, the insurance companies have more money than they ever had, but they are not investing it in first mortgages, and without first mortgages there can be no building and without building there can be no manufacturing of the products that go to make the buildings, and we believe, and I think you will agree, that the manufacturing of building material is fundamental to a resumption of business throughout the country. Now one or two suggestions which will set you to thinking, if you are interested, and I believe that you are along this line, and perhaps develop something, is this: On farm loans they can be rediscounted with the Federal Reserve Bank. Is it more necessary to have a rediscount of these mortgages than it is to be able to have the rediscounting of good first mortgages on a workingman's home or on the multifamily home such as we have to build in New York? Mandatory legislation by the state, as well as Federal mandatory legislation is being considered, so that the savings banks will be forced to loan to a greater proportion of their deposits on first mortgages than they are now loaning. To eliminate the income tax on first mortgages is a proposition that at the present time would be a bad one to press down in Washington, because surely they have had enough trouble with the income tax proposition that they are working with now, but the point I would like to leave in your mind is just this: You are assembled here, I take it, for the purpose of trying to speed up your factories, to speed up your natural resources, and we believe that there is nothing that will speed it up more than some solution, whether it is mandatory legislation, State or government, but some manner in which instead of investing this vast amount of millions in Belgian bonds, in French bonds, why not relieve our own condition first? I could talk on this thing for a long time but I thought some of you might be interested in some of the conditions that we are up against. My time is about up. There are a few things I would like to say to you but I believe that many of you, if you take home these things I have told you and discuss them with some of your people at home we may get a solution and I would like to see something done with regard to construction.

I thoroughly appreciate this opportunity and if there is any way, should you decide either as a body or individually, that we can be of assistance to you, I represent no interest, I have no selfish motive in this proposition, the only reason that I am interested and stayed over is that I thought perhaps something constructive might come out of a few words that I might say to you and I thoroughly appreciate this courtesy. I thank you.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: There is an industrial exhibit down at the Hotel Penn-Harris and we trust that all of you will see this exhibit. I have a meeting with the members of our Department there in five minutes and I trust you will all come. This meeting stands adjourned until to-morrow morning at 9:30.

INDUSTRIAL PUBLICITY SESSION.

Thursday Morning, October 27, 1921.

Hall of the House of Representatives, State Capitol.

E. J. Stackpole, Presiding.

- (a) The Daily Newspaper, John E. McKirdy, President.
Pittsburgh Press Club.
 - (b) The Industrial Plant Magazine. A. Ellis Frampton,
Hammermill Paper Co., Erie, Pa.
 - (c) The Technical Journal. Wm. W. Macon, Editor "Iron Age."
 - (d) The Journal of Opinion. Prof. Francis Tyson, of the
University of Pittsburgh.
 - (e) Value of the Employe's Magazine, Miss Anna Bezanson,
Department of Industrial Research, University of Penn-
sylvania.
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Thursday Noon. Luncheon. Penn-Harris Hotel.

Meeting of Industrial Editors Association of Penna.

Addresses.

Cooperation of the Industrial Editors with the State Department
of Labor and Industry. Commissioner Connelley.

The Employe Publication. Miss Bezanson.

REMARKS OF CHAIRMAN.

General Chairman Clifford B. Connelley: There will be a luncheon today at the Penn-Harris to the industrial editors at 12:30. You are all invited to be present. It will be over in time for the afternoon session and we trust that we will make merry at this luncheon and that you will have a good time.

I would like to call your attention to a mistake on the program of tonight. You notice on the compensation program where it reads 2 o'clock; that should read 8. The rest of the program is correct.

We would like very much, especially the industrial editors, to visit the exhibit of the exhibitors in the Penn-Harris Hotel on safety appliance material that we have ther. It is very fine exhibit, not very large, but it is really worth while and I can see to my mind now its future in the combination of the industrial editors in the United States and the manufacturers of safety devices for the protection of the workers of the country.

Also all of us in the Department would like you to visit what we know as our permanent safety device exhibition. You are all aware that it is absolutely essential before the Industrial Board passes on a device that a model of the device must be brought to Harrisburg and examined by the Industrial Board and it is necessary indeed in some cases to have it remain here, some times it is not, but we have a very good exhibit of this kind and we hope that you will all see it.

In arranging for our program we had gone over the field of the people who have taken care of us at the other convention and Mr. Stackpole here, two years ago when we started doing things a little bit differently to what we had done before, in his efforts to help all the time, he gave us all the assistance he could, in fact he gave us his advice as well his space in his paper to help us out and he has been more than fair to the Department. You know, gentlemen, as I know, that the disgruntled manufacturer and the disgruntled labor leader coming together it is so easy to put the blame, when perhaps sometimes they are at fault, on the Department of Labor and we have always found an extraordinary good friend in Mr. Stackpole, and I have the pleasure of presenting him now to you, who will be the chairman of the day.

MR. E. J. STACKPOLE. Just a word of congratulation to the Commissioner and his associates for what seems to me one of the most admirable programs that has ever been presented in connection with this conference. Every year has added to their importance and I do not think there is anything that has been done in the way of exchange of views that has accomplished so much in bringing together all the agencies of the state for the betterment of the interests of the Commonwealth. I may be pardoned for suggesting at this time there is nothing so important as getting together of all the interests of the state through the intelligent representations of every class, and I want to suggest that today is the most appropriate time to consider industrial publicity, especially in its relation to the important and pressing problems of this readjustment period. All patriotic Americans honor the memory of Theodore Roosevelt and it is eminently fitting on this anniversary of his birth, that we should give earnest thought to those principles underlying our industrial life

which were courageously upheld as fundamental in his unceasing battle against time serving and opportunism. When the employer was right the great American whose memory is enshrined in every heart, did not hesitate to say so, nor was he hesitant or timid where the substantial rights of the workingman were involved. It is well that his spirit of fair play and justice should brood over this conference this morning. He has left us a proud possession. I do not know any time when the Roosevelt theory of fair play should more control than just now.

Ignorance of the fact is the basis of much industrial misunderstanding and resultant controversy. While I was waiting for the opening session this morning I was talking to two very intelligent men, who are identified with what might be called the working sentiment of the state, and we all agreed sitting there together talking informally, that the grave matter which we must in a way overcome is the misunderstanding, the failure to appreciate the other fellow, and that was particularly the ability of Theodore Roosevelt, to meet those issues when they came up and to determine them with infinite justice. More familiarity with conditions affecting the man and his business would automatically remedy many conflicting situations and restore that harmony so imperatively essential to the working out of present day problems. That is the trouble, as I see it, we do not get the facts so often and as a result we build up a weak structure upon imperfect knowledge.

As to the newspapers the country over there is absolute certainty that they will cheerfully cooperate in presenting the facts. In my judgment there is no greater need at this time than careful presentation of the truth to the end that millions of our people may be in position to properly and intelligently appraise the facts.

Propaganda cannot be successfully camouflaged as news, because news is vital and carries its own message. Too much exploitation of individual and fantastic theories, and during the war period, at the expense of actual and accurate information deprived the people of important facts which would do much to enlighten the public mind and compose differences that often are imaginary. The newspaper is not a vehicle for the vagaries of the prolific pamphleteer. Its proper function is the dissemination of essential facts for the better understanding of real conditions. In its news columns the honest newspaper is not so much interested in the influencing of public opinion as it is in presenting information upon which the people may base their own conclusion. I think so often there is a disposition to control public sentiment by forcing theories which have no basis in any fundamental constructive work, merely ideas visionary for the most part and they do more harm than anything else that we have to contend with at the present time. I am speaking especially as a newspaper publisher.

From my own experience of 45 years,—do not imagine I am a patriarch, I started pretty young—as a newspaper publisher and editor I believe every important industrial plant should have a publicity man—absolutely trustworthy and dependable—entrusted with the duty of furnishing such information to the newspapers and trade journals that would educate the public mind and give a reasonable idea of the industry's particular service and development. Many

serious misunderstandings might easily be avoided through intelligent publicity with a punch. Now there is a good deal of milk and water publicity and every newspaper man knows where most of it goes. There is always a large receptacle near at hand in which that is promptly inserted.

We were deluged during the great war with a mass of undigested stuff that almost buried alive at their death the worried industrial and commercial leaders. It was a time of riotous and futile publicity, discordant and meaningless. Huxley said "Two things are necessary—on the one hand, the machinery for gathering information and providing the right kind of instruction; on the other hand, machinery for casting capable men and turing them to account".

And now may I say in conclusion, the presiding officer of any meeting is not supposed to talk, but I feel in opening this session this morning that these observations might be indulged because it so happens that the newspapers have placed upon them at this time a great responsibility, which most of them are honestly trying to perform and discharge. Pennsylvania furnishes a wonderful opportunity. I think we are all proud of our state. We are citizens of a great commonwealth and we should every one dedicate ourselves loyally to its service. There is material on every hand for inspiring and helpful publicity. Paraphrasing a man of long ago, a man of vision and courage and proud of his city, we may all declare "We are citizens of no mean state".

And now may I be permitted to present one who is very capable of handling intelligently and interestingly the first subject on the program today "The Daily Newspaper" and I shall call upon Mr. John E. McKirdy, President of the Pittsburgh Press Club to respond.

INDUSTRIAL PUBLICITY.

J. E. McKirdy.

In the first amendment to the Constitution of the United States, passed at the first session of the first Congress, September 25, 1789, and ratified by the original states is this declaration: "Congress shall make no law abridging the freedom of the press". It is a remarkable fact that the press is the only industry privately owned and privately managed for profit selected for protection in the fundamental law of the land and for whose independence the founders of this government had deep concern at the time of the writing of this great document. It is evident that those who drafted this bulwark against tyranny and outside interference believed that the freedom of the press was vital to the peace, prosperity and happiness of a people who desired to be free. This governmental action made the press a public institution whose enduring independence has been a guarantee of our liberties.

This early and emphatic recognition of the press establishes its rights beyond anything that we may do as long as it keeps within reasonable bounds. At times we may feel that some elements of the press are arrogating to themselves rights not intended by the founders of this government but it must be said that as a whole and notwithstanding its private ownership, private operation and private

ambitions, it has stood true to the ideals of the Constitution and for the best interests of the people. It is probably due to the good sense and conservatism of the press that this great republic has been a phenomenal success, that its original ideals have been preserved and that its growth and prosperity have been unexampled.

It is probably not appreciated how powerful and far reaching is the influence of the press. There are at present in the United States approximately 2500 daily newspapers, with a circulation of about 33,000,000 copies, or a little more than one newspaper each week day for very four of our continental population. There are about 600 Sunday newspapers with a circulation of about 19,000,000, or about one for every six of the population, a remarkable total when it is considered how many of our people live in rural communities beyond easy reach of Sunday transportation. There are about 14,000 weekly, semi-weekly and tri-weekly newspapers, with a total circulation of approximately 56,000,000, or about one copy for each two of our population. There are altogether in the United States more than 20,000 newspapers and periodicals with a total circulation in excess of 220,000,000, or two copies for every one of our population. There are issued each year by newspapers alone almost eleven billion copies, which with the monthly, quarterly and other magazines give a total circulation each year of more than twelve billion copies.

This is an industry that must be recognized. It is the voice of the people. The public press is public opinion. It is interesting, therefore, to learn that of the total revenue of the newspapers, about \$613,000,000 each year, \$408,000,000 is derived from advertising and only \$205,000,000 from subscriptions and sales. Of the total revenue of periodicals, amounting to more than \$193,000,000 each year, more than \$121,000,000 is from advertising and \$72,000,000 from subscriptions and sales. Of the total revenue of more than \$806,000,000 for newspapers and periodicals, more than \$529,000,000 comes from advertising and almost \$277,000,000 from subscriptions and sales. It is quite conceivable that temptation is possible in this total revenue from advertising of \$529,000,000, but it must be conceded that the American press as a whole has been fair, truthful, independent, fearless and a conservative advocate of those fundamental principles laid down by the founders for the best interests of all of the people.

It is an irrevocable rule in every well regulated newspaper office that both sides of a conflicting issue must be given due regard in the news. Every sincere editor realizes the obligation to accurately and impartially reflect public opinion and to hold true to a policy of conservatism in checking the spread of radicalism and vicious propaganda started to corrode the foundations of government and disturb the old fashioned beliefs of a contented people. It has not always been possible for newspapers to live up to their ideals to give full expression to both sides of a contention. This has been due in large measure to the indifference and secretiveness of interests which believe themselves to be above public opinion and in no way responsible to it and which studiously neglect to recognize in the public press an institution vital to the common good. In failing to overcome this prejudice, the press at times has unjustly been declared to be unfair. This has been a source of much trouble to those who have failed to realize that the public press is public opinion.

It was probably two score years ago that a railroad owner of enormous wealth said in a moment of irritation to an obscure Chicago reporter, "The public be damned". That unfortunate remark, depicting as it did the actual attitude of intolerance of railroad owners and operators toward the public and their belief in their own impregnable position proved a calamity to an industry upon which the prosperity and progress of the country depend. Public opinion guided by the public press gradually gathered strength until the pendulum swung to the other extreme and we are now confronted with a lamentable situation with respect to our transportation systems. It would have probably been considered inconceivable by the owners of railroads two or three decades ago that the time could ever come when there would be a government commission in operation with power to regulate rates without regard to expenses and that an entirely different government commission would be in operation with power to regulate wages without regard to rates or income. This unhappy and disastrous situation is the direct result of the inability to appreciate the power of public opinion and to give due regard to the influence of the public press.

It is probable that this great evolution, through which public opinion has developed from a humble subject to a stern and unrelenting master, will have consumed another generation before a normal condition will have been reached. Public utilities, because of their intimate relation with the public, have suffered most by their neglect to consider public thought. Every industry, however, has been more or less affected and as a result there has been unnecessary misunderstanding, much financial loss and great suffering.

It has been unfortunately true that many industries have failed to recognize the influence and rights of the press and as a result public opinion has been formed by impressions gained from news of labor disturbances, accidents and other unpleasant events. Industry has not taken advantage of the benefit it might have obtained by consistently informing the public of its problems, its efforts to solve them and its aims to do right. It has too often failed to recognize public opinion until it has been engulfed with its own troubles. The public has been led to believe because of silence on one hand and consistent activity on the other hand that the employer has been deliberately unfair to the employe, that capital has been intolerant and indifferent to the people and that the employer has looked upon human beings only as so many units to assist in piling up more wealth.

This is all wrong and the time has certainly come when industry must appreciate the fact that public opinion cannot be ignored if permanent success is to be enjoyed. There is no body of men so loyal to ideals or so unselfish as newspapermen but they are human and when they are ignored and mistreated on the one hand in a controversy and are carefully considered on the other hand they are prone to do as you would do under similar circumstances. A breach of faith or a broken word is considered a cardinal sin by newspapermen and is seldom forgotten.

It is inconceivable why industry cannot take into account the weight of public opinion. Many employers have lofty ambitions. They desire to be kind and fair to their employes. They are distressed when accidents occur. They seek to be considerate and helpful to employes and their families. They are willing to pay wages that are liberal, consistent with earning power.

They only desire the right to make a fair return upon the capital invested. Of course, there are exceptions, but, after all, corporations are made up of human beings, working together with human sympathies and human aspirations. Why then, should they permit themselves to be condemned and abused and their success jeopardized by their failure to allow the public to know of the good they are doing and not merely content themselves with silence until trouble arises.

Industry should tell the truth. That is what the public wants. That is what the newspapers expect. Failure to do this is unwise. Radicals seldom overlook opportunities to arouse public opinion and engender animosities. It is just as easy to be courteous as it is to be discourteous. It is wisdom to be fair and honesty is still the best policy.

All that has been said applies with equal force to the employe, unorganized as well as organized. An indifferent and careless workman is a menace to public good. A strike agitator and fomentor of trouble is dangerous and ephemeral. His popularity is temporary and fleeting. The public does not like labor disturbances and the wise employe will give due regard to public opinion as disaster will follow his neglect just as it will follow neglect by the employer. Radical action on the part of either employe or employer cannot long exist with a well informed public. Public opinion may seem at times to be swayed by hysteria but when the people have obtained complete information on the subject their judgment is generally found to be correct. Public opinion is supreme.

THE INDUSTRIAL PLANT MAGAZINE.

A. Ellis Frampton.

There was a time when the whole problem of Industrial Relations was expressed in a few single terms. A man was hired; he worked as profitably as might be; he was paid off once a week, and when for any reason he ceased to be profitable, he was fired. This was the rule in the old days, and it may be that there are places where it is the definition of Industrial Relations even today. But in the main, the problem of relations between employer and employe has become a very complex one. It calls for a high degree of study; it requires highly skilled men to handle it; and it uses the most advanced ideas in psychology to meet the questions involved in its constantly broadening scope.

One of the modern elements in Industrial Relations is publicity. This publicity has been developed to deal with all phases of the problem. The employer and the public have been considered for a great many years past, but the application of publicity to the immediate personal relation of employer and employee was largely an outgrowth of the conditions brought about by the European War. Had it not been for this stupendous upheaval in world relations, it is probable that the application of industrial publicity directly to the personal "employer—employee relation" would have been very slow in its growth. But strenuous days called for strenuous measures, and as a result we saw great numbers of industrial establishments seize upon the internal house organ, or shop magazine, as a medium of contact between management and men. This contact had been dying away for many years, in fact, ever since the time about thirty years ago when highly involved industrial organizations began to be developed. It was at that time that "the boss" moved from his place at the bench or lathe into a private office; and the slap on the back and personal word of cheer or commendation from him, began to be replaced by a question in the worker's mind as to whether or not he was being used simply as a piece of machinery. Under the pressure of war time production this defect in management became very apparent, and employers immediately set about to remedy it. Now, of course, we all know that "the boss" having once moved into his private office and become involved in the multitudinous details of a highly complex organization, could not go back to the personal slap on the back, and it is equally certain that workmen being more or less reasoning, depending upon their place in the industrial scale, did not and do not expect the return of this old style contact. But the printed word offers a means of extending one's personality and a means of expressing one's ideas to ever so large a group—a social cement that can be used most efficiently in tying up the interests of those who earn their livelihood by managing a plant, and those who earn their livelihood by manual work in that same plant. It is with intelligent and effective use of this means of contact that I will deal for just a few minutes.

Let us reduce the elements of productive Industrial Relations work to a few simple terms. I think we can agree that the first problem

of Industrial Relations work is to get workmen; possibly we might say the business of hiring. Secondly, its problem is to aid in getting production from the men who are hired. Thirdly, its problem is to keep men on the job. It is true that keeping men on the job is a specific means of getting production, so holding men might be considered a part of the production problems, but I think that it is worthy of separate consideration in spite of this close connection with the production element.

There are three places from which workmen may be drawn—the general public; the homes of employees, and from among the friends of employees. I think we can agree that it is advantageous to the employer to have the men in his community desire to work in his plant. This gives him the widest possible range of selection and permits him to select the finest and most promising material for his plant. Further than this, during times of business prosperity it simplifies his problem of getting men, for a general feeling in the community that his plant is the best place to work enables him to keep his ranks full, while other employers are scouting around frantically for help.

It has been very well demonstrated that a plant publication properly supported and intelligently operated can create a desire for employment in the minds of the general public from which a plant may draw, in the homes of those already employed, and among their friends. A shop magazine that is an exponent of the spirit of fair play, that is edited so as to be taken into the homes of employees, and that is so constructed in its general contents that the public at large finds it interesting reading, can do a great deal to create this desire to be employed in the minds of potential future employees. There should be no mistake, however, in the function of the plant magazine. It cannot cause people to believe that you have a fair and just organization if you have not. It is only a means of contact. It cannot make black, white. It must not be called upon to attempt the justification of manifestly unfair practices any more than advertising can be called upon to establish a continuous demand for unworthy products. There have been a few cases where some such attempt has been made. I think that the reactions from this abuse of a plant paper creates far more harm than would have come about through the same policies enforced without an attempt to cover them up by fraudulent publicity. There is no one more despised than the hypocrite, and hypocrisy through the medium of a plant publication can be of tremendous hurt, because what once goes into black and white becomes a matter of record.

Let us go to the problem of Production. When a workman accepts employment he expects to be more or less productive, so that the problem of Industrial Relation is not just to get production, but to assist in getting the utmost production—to assist the man to make himself more profitable, both to his employer and to himself. The man who is most profitable is the man who knows his own job.

You may have heard the incident of the oiler who had worked in the same factory for several years, making his daily rounds with ladder and oil can, and who fell one day, injuring himself severely. The Safety Director, anxious to learn how the accident happened, went to the scene of the accident with the victim, and asked what had caused the fall. "Well, every day I get up on my ladder and lean

over this shaft to oil the hole in that shaft," the oiler explained. The Safety Director looked closely, and turned around to the workman. "How often do you oil that hole in the shaft?" he asked. "Well, sir, I haven't missed a day in twelve years," the oiler said, proudly. "Then it's about time you learned that the hole you have been risking your neck to oil is the spindle hole on which the shaft was turned in a lathe," was the Safety Director's last word on the subject.

This anecdote is not so much of a caricature as it may seem. There are thousands of employees in this country who are working with this spirit. This is one reason why employers complain with perfect justice that they have difficulty in picking men for promotion—so many of their men do not know their own jobs. They are not prepared for promotion, and they are most assuredly not as productive as they might be at their work.

The plant magazine can help to give the workman a knowledge of his job. It can carry a great deal of information that will create in the mind of the man not already employed, a desire to work at a particular job, and some understanding in advance of what that job means and how it is done. It can so inform your employees at large that when a man is shifted from one department to another, he goes to his new work with a ready-made appreciation of what he is expected to do. It can serve as a means of educating those who have been working at a job for years, in the most advanced and approved practices that have been recently developed, and it can serve to transmit from a man who has improved on the way of doing his work, his idea to another man in the same line of work.

Second to knowing one's own job is an understanding of where it fits in the manufacturing processes. If a man is not enthusiastic about his work it seems trivial to him. He feels he is a small cotter pin in a gigantic power plant. He needs to be reminded that for the lack of a nail a shoe was lost; for the lack of a shoe, a horse was lost; for the lack of a horse, a rider was lost; for the lack of a rider, a dispatch was lost; for the lack of a dispatch a battle was lost; for the lack of a battle, a kingdom was lost. We learn this in our nursery rhymes, but it is good sense and put in modern wording should be constantly impressed upon the workman who has a small but important job.

Now the workman who knows his job and knows its place in the process, will not be most productive unless he has the driving energy of ambition. He must see that there is a possibility of promotion ahead, that he can obtain larger position and a better reward in money. He must know that what he does of merit receives recognition from his fellow workman and management. These things can be furthered most effectively through a plant magazine. It can and should carry news of every promotion in the establishment which it represents. It should carry news of better ideas that have been evolved by men at their work, and of the recognition or money award given by the management in each instance.

Hundreds of Industrial Plants have Suggestion Systems, and if the suggestion system is not tied up with the plant magazine it loses a valuable means of increasing its effectiveness.

We have recognized that a man may be ambitious, may understand his job both in itself and in its relation to other jobs, yet be less productive than he should. Some of our best material in industrial

plants is under this classification. Men often feel that the wage system is all wrong, and with this rankling in their minds they are not effective workmen.

It is quite often the province of the shop paper to educate its readers in Economics. Your men who can be most worth while to you are the ones who are apt to be somewhat radical in their ideas. They are not educated in the fundamentals of economics. They are more apt to be educated in the easy reading of false literature that is distributed with lavish hand by those who profit from unrest.

If you have a paper-and-type medium of contact between management and men in your establishment, and are not using that as a vehicle for educating those who work with you in the salient principles that underlie our industrial civilization, you are not doing all you can to stabilize industrial relations.

In my division of Industrial Relations work I have given a separate place to "Keeping men on the Job." If men are to stay at their work they must have, first of all, a feeling of steadiness and security in their job. Research into what is on the worker's mind, especially during the last few months, has shown us rather clearly that the ordinary workman is thinking all the time—"Will I have a job tomorrow; will my wife and kiddies go hungry next week; will I starve when I get beyond the working age." The plant magazine is *not* the thing which assures this security of job to the workman. The plans of management must do that, *but* the plant magazine can report to employees what those plans of management are. It can show employees what those of management are. It can show employees that there are men who have been working with the company for five, ten, twenty, or even fifty years. If there is a consideration of men as human beings in the management of a concern—and this consideration is growing constantly in industry—the shop paper can transmit that idea to the workmen. It can make them feel that their tomorrow is secure, and this will do a great deal to keep men on their jobs.

A plant publication should record the profits and benefits that come to them who have behind their record with the company, continuity of service. Service pins, service bonuses, insurance plans, that have for their purpose lower labor turnover, should all be given intelligent publicity in a plant magazine, to this purpose. There is a large part of labor turnover which comes about from a man's feeling that his job gets him nowhere. This is very closely allied to the cotter pin attitude of mind which we spoke of as retarding production. No matter how menial a job, it has its purpose in the scheme of production, or management would do away with it. We all know this, but the men who are working at these apparently menial jobs do not. Why shouldn't we impress them with the truth? Let us make them understand that their work is worth while and profitable. Let us have their fellow workmen understand that as well. You must remember that the ideas which impel management to create jobs are not understood by the majority of the men who are put into those jobs. Here is where a plant magazine can serve as an effective and profitable transmission medium.

We are apt to forget sometimes one other important work which the plant magazine can accomplish. It is that of selling the workman to the management. Industrial organization today of neces-

sity means, in a great many cases, absentee ownership. Men in one city construct the policies under which a plant in another city is to operate. Now it unfortunately happens that those who make the policies, though they are of big spirit, of very human feeling and of high intelligence, sometimes do not understand fully the human conditions in the plants which are to be affected. Your plant magazine, if circulated among all elements of management, can often serve to prevent serious errors of policy from taking place.

Your plant editor should be very much in contact with the workmen. He should understand both the spirit of management and the thoughts which are back in the workman's mind. He must constantly keep in touch with the human side of industry and in doing this his publication will inevitably convey the human spirit in his particular plant. A publication so conducted can be invaluable, not only in enabling workmen to understand the problems of management, but in a like degree it will enable management to understand the problems of the workmen, and to create policies that will be carried through with the least possible amount of friction.

Another thing which can help to hold a man at his job is the reflecting of the humor and humanness of that job. No one of normal mentality likes to work at anything that is as dry as dust. Far less does the average man who does not see very far ahead of his day to day work to do so. The plant publication should reflect the humorous side of business. It should not bar its columns to jokes of employees upon each other, although I will admit that sometimes a fine degree of judgment is needed in saying when a thing ceases to be humor and becomes malicious or mischievous.

If a man understands that illness in his home; additions to his family; the new shingles he put on his modest bungalow; the success which he had with his last brood of chickens, or the luck of his latest week-end hunting trip, is going to be told to his fellow workmen, and even to the management, he feels he is not so unimportant after all. And what is not to be despised, his family feels the same way, and this home pressure will often keep a man on his job make him a profitable workman, when his own inclination will be to wander just for the sake of making a change.

A plant magazine should take every opportunity to show, so far as it can be truthfully done, the advantages of working at that plant over taking a job somewhere else. You know the other fellow's pasture always looks greenest, and it is human nature to move from one job to another in the eternal hope that we are going to strike something better. If we show the man he is not likely to better himself and, in thinking it over, he realizes we are telling him the truth, we will hold down this sort of labor turnover,

We should not forget too, that a man appreciates safety and comfort at his work, and the plant magazine should advertise the features of safety and comfort which attach to work in its plant. It can also do a great deal in teaching safe ways to work, in causing the workman to keep his eyes open for unsafe places and unsafe practices; to use First Aid facilities, and to have at heart a reduction of the loss of life, limb and time, which are—to some degree inevitable in industrial work.

No matter into what divisions you cast industrial relation work, the plant magazine can help each of those divisions to be effective. It is necessary first to remember that such a publication is not in

its nature productive. It is a service activity designed to make men more productive. It keeps your personnel machinery operating, just as your machine shop keeps your mechanical machinery going. The comparison holds still further, for just as your machine shop cannot do much for machinery that is broken down, out-of-date, and ineffective for the purpose it is being used, a plant magazine cannot make effective a personnel relationship between employer and employee that is based on anything except the spirit of fair play.

In any establishment where there is a genuine effort to humanize the contact between employee and management—and there is a growing number of industrial plants with this aim—the employee's magazine in some one of its many possible forms can add an effective solvent in attacking the problems of getting efficient workers, getting them to be most productive, and keeping them on the job.

PUBLICITY FROM STANDPOINT OF THE TECHNICAL JOURNAL.

W. W. Macon.

Study the achievements of the civil engineer in mastering the complexities of modern building and bridge construction and one will appreciate what publicity in the technical paper has done. The painstaking reporting by description and analysis of the way obstacles previously never encountered were surmounted gave the day by day literature which had everything to do with the success in the marvelous accomplishments of civil engineering. Human judgment and the empirical entered so largely into construction enterprises in the last few decades that dependence could be had only on the experiences of those tackling the problems, and the engineering world had to depend, as it still has, on the technical paper to keep it abreast of the times. Text books are necessarily written after the fact; technical periodicals establish the facts for the continuing evolution and provide the background for the formulation of the fundamentals of design.

Publicity in the technical paper helped materially to win the war. One of the inspiring facts in technical journalism was the thorough, exhaustive search for all methods of making shells in the early stages of the war. This publicity was a remarkable illustration of the patriotic giving up by manufacturers of hitherto guarded machining methods and of free pooling of experiences to help all in a position to do so to get into munition manufacturing. It was likewise an illustration of how the technical paper met an obligation.

The technical paper is the record of the developments of the industry it serves, but publicity in broad terms has helped to energize the individuals in that field and by recording achievements has helped to develop the industry.

Detailed examples could be given of how publicity has hastened the improving of methods of making iron and steel, of expediting and cheapening rolling and forging operations. A conspicuous case is afforded by what has been done by keeping an industry informed with respect to the field and the successful performance of the electric furnace. The widening acceptance of modern or scientific shop management owes itself largely to what the technical press has done in describing its applications. The history of the adoption of pulverized coal for industrial purposes is the consecutive record of the contributions to the technical paper. Instances could be enumerated almost without number. One noteworthy case of technical paper leadership revolves about the activities of one journal which is almost solely responsible for household and even general sanitation as we know it today. The special attention which is given to human relations in industry is owing largely to what technical papers have done, even through the suggestive value of the newstory. The authentic and prompt publication of information regarding the steam turbine from its earliest days has had much to do with quickening the advance in steam turbine design and application.

Publicity is sometimes considered from the standpoint of the individual company which seeks or secures mention. Undeniably many a company as well as many an individual owes business success to the commendatory references of such publicity. It follows that this is the indirect result, for in any reputable and well-conducted technical paper a successful outcome for the publicity hunter follows only because it is more or less incidental to supplying the reader with the information the publicity item contains. In a technical paper an individual or a company is commonly an important factor from the readers' standpoint. There is perhaps no reason why the name of the individual or the name of the company should be withheld. In fact the reader is entitled to the information. The editor can attest to the numerous letters which are likely to reach him if the name or an address is omitted. Publicity of this narrow sort is admittedly a business builder. If its readers' needs are thought of in the publishing of the information, the editor is justified in giving space to the special interest publicity, for he acts as a dispassionate informing intermediary and not as a selling agent, as so many publicity managers would have him. Incidentally it is through the technical-business articles that the technical paper can lay claim to swelling the volume of first-class postage, which in turn redounds to the profit of the postoffice department.

Publicity for a special interest is very commonly a major feature of an article. From this has arisen the opprobrious title of write-up. It is admitted that write-ups may be regarded as half truths in that they abound with the positive features of the subject discussed, naturally passing over what negative features there may be. This fact does not necessarily condemn such articles any more than advertisements or selling arguments are to be criticised because they do not reek with statements of what is or may seem derogatory. All that is essential is that in editing such matter, laudatory statements are not allowed or statements which cannot be defended by the editor. The reader is expected to discount any such article just as he does the advertisement or the salesman's eulogy. The technical journal cannot be expected to allow statements of opinion or statements which are substantially selling arguments to go without qualification, although there is a school of technical journalism which would present its articles with the positiveness of infallible authority, to be accepted without question by the reader. A group of all around experts it is hardly humanly possible to corral, let alone to keep them as a harmonious working team. It is questionable whether even then the reader would not more or less unconsciously discount what the paper had printed.

Referring again to the matter of publicity in its broad terms, the technical journal's province is recording the developments as they occur. They naturally include the formulation of theory as it develops out of practice, but more and more is it becoming evident that for highly technical discussions the publications of our engineering societies provide the repository. The remotely practical theoretical consideration, which each technical development gets, interests the relatively few highly specialized investigating minds of technology, and from a practical publishing standpoint the average periodical finds it difficult to justify giving space to the highly abstract though

this may be of value in the field of intensive research. The engineering society publication fills this need. It is subsidized by the support of the society memberships, so to speak, and is organized to encourage the gathering and the preservation of fundamental information. Thus in spite of the competition which technical papers have to withstand from the quest for advertising by engineering society publications, the society publications have some reason for existence in providing a medium for encouraging the far reaching investigations.

Technical journals are after all business papers, and special interest as well as broad publicity has marked the policy of their editorial conduct.

They have lived on publicity, which in turn they have provided. They have continued a useful existence and their clientele has prospered because of and not in spite of publicity matter. The reputations of the technical journals as authorities rest in part on the wise handling of publicity programs, and this has called for a refusal to consider subjects far afield, however meritorious they have been in themselves. The technical journal has been strong in some relation to its resolution not to dilute its reading columns with what the publicity man argues it should use. Publicity is welcomed when there is truth behind it, but the editor must be the court of last resort as to its availability for his own publication.

THE JOURNAL OF OPINION.

Professor Francis Tyson.

Mr. Chairman, ladies and gentlemen. With the increasing complexity of modern industry, with which we have all been impressed at this conference, the daily newspaper has perforce, as Mr Stackpole has so well indicated, had to limit its great task to the presentation of real facts rather than to follow its older purpose of editorial interpretation. Upon the other hand, the technical journal, industrial plant magazine, the trade union organ has of necessity been in the position of presenting its own material and interpreting its own particular point of view.

In America in recent years there has been growing a demand for the guidance and direction of public opinion, an increasing realization that unless the facts presented by the newspaper press are interpreted fairly and constructively they will be misinterpreted. The newspapers themselves have recognized this demand in Sunday and weekly edition and have included an ever increasing amount of interpretation of industrial problems. The Literary Digest serves a worthwhile purpose in summarizing for our busy people the news of the week, with divergent newspaper opinion, and a monthly like the World's Work, attempts even more elaborately and intensively such a task. Our old friend, the Saturday Evening Post presents interpretations of industrial problems, spiced or sugarcoated with the attractive stories of romance. And to meet a small bit discriminating body of opinion demanding a more careful and intensive interpretation of current industrial apathy a new organ, which I have named the Journal of Opinion has been developing and rapidly increasing in circulation in recent years. Not to mention the more said of literary monthlies like Atlantic Monthly, which as you all know, has undergone a remarkable change by the inclusion of articles on current as well as national and international topics, but the Yearly Review with more limited circulation, a new weekly organ of opinion has appeared.

From the standpoint of the background of opinion of the editors of these weekly magazines their efforts have varied from conservatism on the one hand to what you might call radicalism on the other. On the conservative side we have the review edited by the former editor of the Evening Post and the New York Times, by Harold De Wolf, retained from the Nation. I hope that the Review which has been having a difficult time, I understand, may increase its circulation and may be known to more of you. I hope its circulation will increase because it attempts constructive analysis of our problems from a conservative point of view. At the radical extreme I might mention the Nation and the Freeman, the latter calls itself distinctly radical in the English sense that it seeks to go to the root of our industrial ills. In between perhaps there is a little ground of liberalism occupied, you might say, by the New Republic, from which Mr. Phillips quoted at length yesterday, and the Survey.

Now you might say "Are these journals of opinion significant?" You may be critical from that particular editor of the Review or

Mr. Lyman Abbot's Outlook and other conservative and weekly journals of interpretation, from the one side or you may be critical of the more progressive or radical weekly journals on the other, or you may say "what matters?" After all you are reaching only at the outside a few hundred thousand American individuals in our population of fifty million, which forms public opinion, and yet it seems to me that the significance of these journals of opinion has not been sufficiently recognized. They represent at least a potential factor in the formation of the constructive opinion on industrial issues in the United States. Take the challenge that has been put before us by Commissioner Connelley's conference here. Consider the tremendous task that we have of reaching and convincing leaders in industry and in politics of our American life concerning the problems that we have met with here. How is it possible to convince all of those who must know and act on this responsibility which Mr. Leiserson placed upon the shoulders of the employed group for solving the intricate problems of underemployment during regularizing industry? How can we popularize and interpret Mr. Hoover's constructive and careful conservative program for approaching the evils and wastes of unemployment? How are we going to put over such a study as that on industrial waste, undertaken by the Federated Engineering Society? We do have a great deal of scientific information now. The National Society, American Association, have now a Research Council. We are attempting to get out an index of production through statistical study. Mr. Hoover recommended through the findings of the Unemployment Conference a continuous and intensification of the Federal States Statistical Journals which have to do with industrial and labor conditions. How are we going to interpret and drive home to the influential people throughout the land this story of intricate material? Well, there is no easy way or royal road to the solution of the difficult problem. We must have experiments. We must have a study of this material. It is an infinitely difficult task for us humans to get abstract ideas into our concrete heads. We live from day to day. These problems have arisen because of the complexity of our system, increase in numbers of our population, are almost too much unless emotional viewpoints can give place to intellectual judgment.

Now I realize quite fully the dangers and pitfalls by the increased number of journals of opinion in seeking the task of popularizing and interpreting our problems. Mr. Stackpole referred to the vagaries of political pamphletering. The pamphlet is, of course, partisanship in the interpretation of these new studies and new facts, partisanship at a time when we need a sweet reasonableness of interpretation in tolerance, fairness and justice. The new Republic and Survey have been the middle ground journals here, as many of you know in their presentation of industrial facts.

I should have mentioned, perhaps, the increasing number of religious journals, which may be called organs of opinion, published weekly or monthly, which seek to interpret the industrial situation. Now that the church has definitely proclaimed its task of speaking upon, from its presumably impartial point of view the province of industrial order, the coming of a group not familiar with the intricate technical and economical problems of our industrial life is fraught

with danger. For instance, the absolutely well intentioned assumption by the Industrial Commission of the Interchurch World Movement of the task of interpreting for the public the problems of the steel industry and the participation in the presumably scientific gathering of facts for that interpretation and those who are open to the criticism of being biased with regard to the viewpoint which they brought to the study of the scientific and infinitely complex and difficult problems. The dangers are obvious, and yet much more alarming than mistakes, temporary, let us hope, of those who approach the industrial problems from an impartial or disinterested outside point of view, above the battle, to my mind, much more alarming is the development in America of a separate and distinct radical or socialist press, interpreting industrial facts from an extreme and definite viewpoint, from the standpoint and revolutionary doctrine and developing in answer to the claim that the daily press does not fairly present and interpret industrial facts, a separate news service of its own, which claims to serve something of more than one hundred daily newspapers and weekly monthly organs of liberal and radical opinion in the country.

The great danger in American life is this danger of a division of our democratic country into separate groups without exchange of opinion from one to the other. The danger on the one hand of a closed mind, of blind resistance to change, and on the other hand the development of the increasing minority convinced on the other hand of the inability to secure industrial reform, seeking the overthrow, through emotional reaction in terms of force and coercion, of our existing social order. Can we afford those extremes? Had we better not counsel the experiment, better make an effort to continue to foster and increase the growth of a discriminating and careful middle approach preventing this division into extremes, bringing a measure of impartial and disinterestedness through the discussion of view these problems which are dividing our people, from my point of view, as I tell my students, there are three approaches to our industrial or labor problem that you can isolate. The first perhaps is the approach from its distinctively employer's point of view, since upon the employer has rested the great task of organizing and developing for production our industrial system. Another viewpoint is the distinctive labor approach, and has been indicated again and again in the conferences. Third, a public approach of the problem. I like to put in juxtaposition, or rather in parallel columns with the public approach the scientific approach. Now it seems to me that our problem is one of identifying the public approach, the approach of the great body of citizens or consumers to the problem of industry, identifying the public approach with the scientific approach, to resolve to abolish the misunderstanding which has arisen between the presentation of the employers' interest or viewpoint and that of labor. It seems to me that an analysis by the student of the industrial fact that is already available shows that the field for division of opinion between employer and employee is much less broad than the emotionalism introduced in our industrial strife has led many employers and workers to believe, that the field of identity or at least similarity of interest is much broader than any of our people know. And again, the student, the academicians, who perhaps you will say are back of and inciting this development of all this highbrow weekly journal of

opinion, are volunteers in the present economic system as from the historical point of view, because they understand its superiority over preceding systems. They believe in it because they believe their studies prove that the industrial organization of society holds within itself the germ, at least develops the changes in solving a problem like this employment problem and elimination of human wastes in industry, the germ or changes which will abolish the ills and evils incidental to the past and present operation of the system. In that answer, with that constructive interpretation, those who claim that change cannot take place and we must work toward some program of replacing this system with another system. I make plea, therefore, for tolerance toward the journal of opinion. Whatever the reaction may be to what we consider its mistakes it seems to me it is occupying an increasing place in our complex life and that we must seek from a conservative point of view on the one hand and the progressive viewpoint on the other the attaining of this sense of fairness and justice for which, as Mr. Stackpole said, Theodore Roosevelt stood so long and so nobly and which lies after all at the very foundation of our constitutional democracy.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY. It seems to me, ladies and gentlemen, that this has been almost a continuous substituting convention that we have had. Our good chairman here was compelled to leave. I do not mind saying who was after him, it was his wife. They are going to Washington. I am very glad, and I sometimes wish my wife would come after me that way and take me out riding to Washington. I have had so much Washington since the convention began that I feel like—well I won't tell you what I feel like because there are too many girls here, I would like to tell you boys what I feel like.

In closing the program we have Miss Anna Bezanson, who was in the Department of Industrial Research of the University of Pennsylvania as a member of the industrial editors section.

VALUE OF THE EMPLOYEE'S MAGAZINE.

Miss Anna Bezanson.

I have been asked, as I understand, not to speak on the program which the others have discussed this morning, but to tell you something of the Philadelphia Association for the discussion of employment problems. I use the whole name because we are very proud of it in Philadelphia. We are proud of the fact that the Philadelphia Association is not merely a group of employment managers, it is a group of the various executives who are concerned with the whole industrial relations program. The first group in that Association is the group of actual executives, presidents, managers, treasurers of the companies; they have their own special commissions, and the rest of us meet with them only by invitation or at the time of a special meeting. I need not tell you what the program is, they have speakers who come specifically interested in the problems of the executives. The second group, a group we are most proud of, is our group of foremen. I think they are the group who have perhaps taught us most. They are also the group that cover the largest area from the point of view of geographical location. My first introduction to Harrisburg was to visit the foreman who enrolled in the Philadelphia course last year and who came down once a week, coming back to Harrisburg at 2 o'clock in the morning. I will not tell you the excuse one or two of them gave me for taking such an arduous trip, but at any rate they were sufficiently interested to come to Philadelphia once a week last year to the Foreman's discussions. Men came from Altoona, from Camden and I may say that the membership of the foremen in that club is not dependent upon firm membership, it is primarily a foreman's group and foremen thus actually determine what shall be the program of that group. They are a wholly independent group.

Another group, the employment management group, who meet once a month for the discussion of their own problems.

Last year there was undertaken a wholly new program by the Association, and my interest in the Association perhaps is greatest because of that program, namely, a linking up of the Industrial Relations Association with the University of Pennsylvania in an attempt to do research work in the State of Pennsylvania. If you come from Cleveland you cannot have work done by the Industrial Relations Associations, nor can you have work done by the Research Department of the University of Pennsylvania. It is confined to that area and there is no attempt to scatter over a body coming out of the state. I believe we are the first Industrial Research department that has attempted to cooperate with firms in this way and I believe that we are the first Research Department of any kind that follows it most in their own community.

It is because of the work of the Industrial Research Department that my first interest in the Industrial Editors really begins. I was asked in connection with the other work of the Association, to make a study of the value of the plant, not merely taking the opinion of the editor, but taking the opinion of the employer, of the

employee, of the trade union group, and of the editor. I naturally started with the editor to find out what he thought he was really accomplishing, and I really discovered that he was accomplishing much more than I thought he was able to accomplish. I really am quite pleased over the place that the industrial editor can fill. One is surprised that he sticks so closely to his own plant and that he spends as much energy on pages as he does when he might sometimes bring something to please the foremen better. So the one thing that I would say to the editor is, that as editor you need more of the attention of the executives. You are writing editorials which the executive could write over his own signature with more authority. So that you need to be linked up more with the executives, you also need to take into account the foreman, who after all distributes your paper and he also might very well be interested somewhat in the foreman's number. So that in that way it seems to me you are disregarding the fact that if the plant paper remains in industry it must remain as part of the whole educational program of the firm. In other words, it must have a purpose and it must have a pretty large place in the understanding of the firm's problems and the rest of the program, both labor policy and educational policy, which the firm is trying to develop. In that way it seems to me that the industrial editors group, who have some separate problems as technical problems, have need, just as all other groups need, a chance to meet with each other and discuss the problems that are very technical. It would seem to an outsider that they also need the contact with the other executives and more chance to compare with each other the results that they are getting. We could really have less opposition and a good deal more scientific analysis of what is actually being accomplished.

DISCUSSION.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY. We have some time to spare and I trust the gentlemen that can will stay, because the editors have asked to have a photograph taken at noon, or as near noon as possible.

Now if there is any discussion or any questions that you would like to ask we would like very much to have the people who have read the papers answer them.

Mr. McGRADY. The first speaker of this morning's session, Mr. McKirdy, mentioned the freedom of the press. I feel, as a workingman, that we have not had the freedom of access to the press on many occasions. I do not particularly find fault with the men in the operation of a newspaper, but the management of newspapers apparently seem to me to be under the lash of some one, because on various occasions when requests have been made by us to have certain entries made into the newspapers of matters of vital importance concerning the side of the workingman, we have found it very difficult and at many times absolutely impossible. Some people may say to the workingman that they should have a press of their own. It is true. Up to this time we have not gotten to that stage, consequently we relied upon the so-called free and public press and, as I said be-

fore, we find on many occasions that we cannot get into the press things pertaining to the side of the workingman.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY. Are there any further discussions?

Mr. LUBIN. One thing which has impressed me through this conference is the constant demand virtually on the part of every speaker for the fact, and I am somewhat disappointed in finding that the so-called Federal or State publication has not been mentioned and nothing has been provided relative to those publications issued by the Department here which is running these conferences and other departments of other states which have been in the past one of the few impartial informing factors in molding public opinion. For example, every employer of this group and every representative of organized labor knows one of the difficulties at the present moment in adjusting wage levels is the question of what has happened to prices. Now there is one impartial source for such information, which has been used by virtually all people,—that is the cost of living figures of the Department of Labor at Washington. For example, on the other hand, the only source of information by which we can guide our handling of labor at the present moment and the only way in which we can find out what is going on in the other industries, is by taking cognizance of the so-called unemployment figures, and the only reliable source are the figures of the Department of Labor of various states, particularly the Department of Labor at Washington. I want to make an appeal, if I may. The United States Congress has not given to the Department of Labor sufficient appropriation to continue its publication of these vital facts, and not only has the Department of Labor had to make charge for the published facts as they found them but they are directing on the first of next month to discontinue the publication of the so-called monthly labor review, which furnishes probably the most concise, accurate and impartial array of facts relative to the handling of labor and the rules between employer and employee and capital of the country. I am also informed that the State of New York is going to discontinue the publication of its periodical which refers to wages in the state and employment of labor in the state, and I believe that the State of Pennsylvania and all the other states of the Union, must lend our backing to these various governmental departments which have gotten for us these facts without charge. We cannot scientifically manage our relations between labor and capital and I appeal to every one here to use his energy to see to it that more and more of these facts are published by the states and Federal Government, I mean with respect to both parties to the controversy, and to see to it by all means that the publication of least the monthly labor review by the Department of Labor is not discontinued.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY. The remarks of Mr. Lubin are very timely indeed. At a meeting in Chicago two weeks ago, or a little more, Ethelbert Stewart, who has charge of the magazine of which he speaks, told us in convention just what was happening and the State Department of Labor of Pennsylvania has written to every Congressman in the State, to its Senator and to the Library and Publication Committee especially, and asked them if they would not use their good offices to continue this journal. Ladies

and gentlemen, it is absolutely necessary, it is essential to the advancement of our work in this country. There is no country in the world like ours and thank God for that, and the reason it is so is because of our Constitution and I trust that the people at Washington when they are beginning to retrench in their appropriations, will not do what they anticipated they would do, and that is cut out these publications. There is a measure in New York coming on now to try to continue their labor journals and it is just as essential that the labor journals at Washington and in New York are just as essential for the molding of opinion as are financial journals of both Washington and New York, and I trust that you will see to it to get your Congressman and your Senator and tell them just what you think about it and in doing so I think you will think as I think.

Mr. TYSON. Do I correctly inform the conference in stating that Mr. Hoover's unemployment conference, representing the employing group, the public group and labor group, with advisory committee of economists, went on record unanimously, I think, in favor of the continuation of the Federal Bureau of Labor Statistics publication and advised the continuance wherever possible of the state journals, and in addition make recommendation with regard to appropriation specifically I think for the Federal Employment service to continue the gathering of information concerning unemployment in the Nation.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY; Yes, you are perfectly right, Mr. Tyson, in that. They did and the reason it was brought to their attention was the fact that in the statistics controversy, about its being correct, The statistics were brought there in the controversy between the statistics and the National Board. Mr. Ethelbert Stewart was the man who was greatly concerned, perhaps more than anybody else. It involved, you know, the conditions of his office, and you are right, Mr. Tyson, that was put in the resolution and passed by the committee.

Is there any discussion?

Now, if you will do what the photographer and the Association would have you do, you will meet immediately on the adjournment at the centre of the building, central entrance of the building and have your pictures taken. The request is, of course, for their journal and I trust all here will comply with that request.

The meeting stands adjourned until 2 o'clock today. I trust you will all be present.

COOPERATION OF THE INDUSTRIAL EDITORS WITH THE STATE DEPARTMENT OF LABOR AND INDUSTRY.

Commissioner C. B. Connelley.

The Department of Labor and Industry as the name suggests is a State Branch of service for employe and employer. Much of the emphasis of the past has of necessity been along the work of safeguarding the life, limb, health and morals of men, women and children that toil. The service to the employer for the most part has been more of an indirect kind and in reality a reflex action on that rendered to the worker. In working for the employe, however, we have dealt directly with the employer and we feel sure that the average worker in Pennsylvania knows very little of the STATE DEPARTMENT that was organized on its present basis in 1913 primarily to help him.

How to get in direct touch with the worker in our industries has been one of our great problems. The employer, or the management side of industry including the executives, the superintendent, the safety engineer, and even the foreman, has kept himself informed of the activities, by attending conferences, conventions and keeping in touch with the printed reports sent out by the Department. He cooperates with the Department in a very direct way in compensation matters by assisting in drafting safety regulations and in general matters pertaining to industry. But the rank and file of the worker in his plant know very little of the service that the employer, working with the State, renders him.

It is only fair to the worker as well as the employer, therefore, that some direct point of contact be secured between him and the State. This is in line with the major emphasis of this Conference toward bettering industrial relations namely education in matters pertaining to industry. It is for this reason that we welcome this session of editors of industrial plant magazines. You can help us solve our problem.

Our suggestion is that working plan be made between the Industrial Editors' Association of Pennsylvania and the State Department of Labor and Industry whereby we may serve each other and in so doing serve industry. I need not tell you that the success or failure of our work as a State Department in a very real sense depends upon the publicity. That we thought this subject particularly important is evidenced by the session of this morning. We need your cooperation now in order to help us work our problem.

The immediate point of contact with the State body is our Industrial Relations Committee of the Industrial Board, consisting of Mr. Otto T. Mallery a Member of the Board, The Secretary of the Board and the editor of the Departmental publications. This Committee stands ready to meet with your executive committee or any committee that you may delegate to work out details of cooperation.

THE EMPLOYEE PUBLICATION.

Anna Bezanson.

This study was undertaken for the Editors Committee of the Philadelphia Association. It is not meant to cover the whole group of publications. Effort was made to secure information in five ways:

1. Questionnaires to plant editors
2. Questionnaires to editors of Trade Union Journals
3. Letters to managers
4. Interviews with employees
5. Analysis of the files of plant publications

The two phases of the study that most interested the investigators were not included in this preliminary report because material secured was not comprehensive enough to warrant conclusions. The information that one most desires is the employees' estimate of the plant paper. Since sufficient interviews had not been held this phrase of the study had to be omitted in this preliminary report. The time was too short for the development of standards for a study of the effect of different methods of presenting notices and information.

Most emphasis has been given to the answers to questionnaires since it is necessary to first coordinate somewhat the experiences of a number of companies. Obviously such information constitutes only the beginning of a study. The attitude of companies who feel unable to answer such a questionnaire can be readily understood since they regard their plant paper as one part of a whole industrial relations program, no one part of which alone should be credited with results. Interviews with employees showed in many firms that the attitude toward the plant paper was the same as toward other personal work of the company.

DATE OF ISSUE

The draft showing the number of plant papers which were started in each year between 1901 and 1921 indicates more relation than is generally assumed between the inauguration of new papers and general business conditions. The crisis of 1903 retarded the starting of employee papers, but by 1905 and 1906 the curve shows a considerable upward movement. The next drop in the undertaking of new ventures again corresponds to the crisis of 1917 and it was not until 1910 that the curve of plant publications began to swerve upward. The graph dips downward slightly in 1914 and 1915 and despite an upward movement in 1916 does not gain in that year the high points reached in 1912 and 1913. A very spectacular growth appeared in 1917 with a continued but somewhat slackened movement in 1918 to be followed by an even more spectacular growth in 1919 than in any previous year. Stated differently one fourth of the 164 firms date their first publication from 1919. It is interesting, however, to note that thirteen percent began publication in 1920 and even in 1921 a

small number of new publications were undertaken. The majority of plants have, therefore, a relatively short experience upon which to base conclusions. On the same chart is drawn a trend curve which shows how disproportionate was the increase in 1917 due to the pressure for production which began that year. During the present crisis the initiation of new papers as will be seen from the dotted line a—b continuing the trend curve, falls lower than it would have without the impetus of the abnormal years 1917 and 1918.

REASONS FOR STARTING A PLANT PAPER.

The statements given for starting employees publications have been difficult to classify because so many of them are indefinite. The greatest number of reports (i. e. 56, or 40% of those answering) are classed under the following reason: "To improve industrial relations with a view of increased efficiency of workers, reduction in labor turnover or both". The following table summarizes the reasons for starting.

REASONS FOR STARTING PLANT PAPER.

| REASON FOR STARTING | : Corporations Reporting | |
|---|--------------------------|------------|
| | : Number | : Percent* |
| 1. To improve industrial relations with a view to increased efficiency of worker, reduction in labor turnover or both | 56 | 39.5 |
| 2. To serve as a substitute for plant bulletins i. e., a means of giving instructions and notices to employees | 18 | 12.5 |
| 3. To serve as a means of mutual information and interchange of ideas for employees and management | 14 | 9.7 |
| 4. To promote welfare and personnel work and to teach principles of safety | 11 | 7.6 |
| 5. To coordinate widely separated elements of a rapidly growing organization** | 10 | 6.9 |
| 6. In imitation of other plants | 8 | 5.5 |
| 7. "Because employees wanted it" | 6 | 4.1 |
| 8. To educate employees in the industry by disseminating information about the business | 5 | 3.3 |
| 9. To increase sales (by influence on sales force and by advertising) or to increase production | 5 | 3.3 |
| 10. Miscellaneous | 11 | 7.6 |
| TOTAL | 144 | 100.0 |

The second classification in the table expresses a very important function of plant papers. Department bulletin boards are always difficult. Either a crowd forms about the board so that notices cannot be read or place must be given to so many items that important matters do not stand out. More and more firms have grown to appreciate the value of carefully worded statements published under their proper headings instead of hastily planned notices. An expression of this need is shown in the following quotations:

1. "To dispense with bulletins, etc., and to bring working force of our three factories into closer touch."
2. "Need of an official organ to put the news, views, and rules across to company workers."
3. "Means of getting notices to all employees."

*Based on the 144 answers to the question. 24 of the 168 corporations reporting give no information relative to reason for starting a plant paper.

**i.e. departments, branch offices, management and employees - separated geographically or otherwise.

One wonders why with these definite statements so little attention has been given to the effect of badly stated bulletins. A plant where employment relations were strained closed down for two weeks. In the interim buildings were white-washed and notices posted requesting employees to show appreciation of the company's outlay by keeping the plant orderly. Besides being stated in an unfortunately domineering way, the notices concluded, "A word to the wise is sufficient." The employees showed their irritation by spitting upon the posters in the hall. Compare this treatment of the subject with that of a different organization which used the cover of its March publication to announce "Spring House Cleaning." The article was attractively illustrated with clever sketches of the implements of cleaning and after commenting upon the usual neat appearance of the shop, concluded, "The management is going to do what it can by a liberal application of white-wash, which together with cooperation on the part of each and everyone will help make a good impression upon the people visiting us."

The reports included in class 3 emphasize the need for a medium of mutual exchange of opinion, e. g.

"to provide a medium whereby the worker can express himself"

"to coordinate departments, stimulate good-will and give employers and employees a medium of expression"

"to promote organization spirit and give employees a 'discussion room' "

"as a means of mutual information and exchange of ideas between the company and the workers."

The Shop Committee needs a means of insuring that each employee may read and reread the proceedings of minutes. Mr. A. H. Young of the International Harvester Company regards the plant magazine as almost a necessity for a successful Employee Representation program.

"Originally we distributed the works council minutes as a bulletin. We mimeographed a number of copies giving each employee representative one, two, three, or five copies and put them on the plant bulletin board. That method was not conducive to the widest publicity. Men would not stop long enough to go through the several pages or at noon they would congregate round the bulletin boards in such numbers that it was not possible for all of them to read the minutes. So, as we were anxious to get them into the hands of every employee, the plant magazine came as the natural fruit of the plan." * -

The minutes of the joint committees of the employees and management determine in some magazines the entire nature of the periodical. Especially is this true for branch plants of the larger corporations, as whole numbers are devoted to accounts of semi-annual conventions, addresses of members, pictures of banquets, etc.

One would wish that the group who reported their reason for starting "because employees want it" might have been larger. At least one firm is waiting until such a desire manifests itself, as a member

of the organization said: "I believe in the publication of these papers, but I have had it in the back of my mind since we have gone into this industrial council work and had this planned out that the management should not announce or go ahead with the proposition of putting out plant papers until such time as the employees or the factory council in any one plant feel the need of the factory paper. We are waiting for the time to come when the factory councils feel that they will want to get behind their own plant paper. I think that when that time comes there will be no trouble in the company coming across and helping out at the financial end." *

FREQUENCY OF ISSUE.

In connection with the use of the plant paper for reporting proceedings and supplanting bulletin notices the frequency of issue is of some importance. About four-fifths of the corporations state they issue monthly, nine per cent issue bi-weekly, a few either by-monthly or weekly and a small number a daily sheet. Some of these were formerly published more frequently but have met the need for economy by less frequent issues often with occasional omissions.

AMOUNT OF CHARGE FOR PUBLICATION AND OPINIONS AS TO CHARGING.

The great majority of corporations reporting (156, or 95%) do not charge employees for the plant paper. Of the nine firms who do charge, the price varies from two to twenty-five cents per copy.

In regard to whether this gratuitous distribution is the right policy 131 firms answer affirmatively for the reasons given in the table on the following page.

REPORTS AS TO WHY PUBLICATIONS SHOULD BE FURNISHED TO EMPLOYEES FREE OF COST.

| REASON FOR FURNISHING PAPER FREE | Corporations Reporting | |
|---|------------------------|-----------|
| | Number | Per cent. |
| Because published in the interests of the company,*.. | 60 | 45.8 |
| It effects wider circulation, | 42 | 32.1 |
| Because it is an effort on part of the company to interest, benefit or please employees,..... | 17 | 12.9 |
| Miscellaneous, | 12 | 9.2 |
| TOTAL, | 131 | 100.0 |

The small number of firms who believe in charging for the paper are very emphatic. They, on the whole, take the position that people appreciate a thing more for which they pay. Since, if the paper succeeds, "the employees contribute to its success as much as anyone," it is difficult to feel that the arguments for pay are very convincing. A paper from an organization which deals very frankly with its employees is distributed without expense because "the cost comes out of production the same as wages and other expenses and our employees understand this." Many of the answers stress the need of some means of disseminating information in the various branches of a rapidly growing organization. A very positive group thinks the paper aims to get over plans of management and in a large organization is essential to doing business. "It is a necessity to operating a large organization, an essential channel of communication between management on the one hand and foremen and workers on the other." Clearly in such cases the paper becomes a necessary part of plant administration for which no charge could be made. One editor ventures the opinion that the magazine should be furnished free at first since it is initiated by the management. Afterwards, as employees begin to feel it is theirs, a nominal price might be charged to maintain interest. In a few cases the management believes the paper should be furnished free but the editor does not.

EDITING.

This report is in no way concerned with an answer to the question, who should edit the plant paper. What the investigation shows is, who does edit it. Fifty-seven reports (35%) state that the Advertising or the Publicity Department is responsible; 50 (31%) the Personnel; 18 (11%) Welfare and Safety; 8 (%) no special department; 7 (4%) under the direction of an executive; 6 (4%) a separate department; and 6 (4%) Employees Committee or Association. It must be borne in mind that the figures indicate a definiteness which is only nominal as there are many cases where work is credited to one department while a very large share actually falls to another department.

*i.e., Because it is company effort to educate employees and increase their efficiency, loyalty, cooperation and good-will.

"Our magazine is supposedly edited by the Employees' Benefit Association but in reality is prepared by the Advertising Department," says one firm. Other departments co-operating in editing are Welfare and Advertising, Service and Advertising, Advertising and Sales.

The important question is, how closely does the person in charge of the paper keep to the problems of the men in the shops. Does the editor spend his time exclusively in the office where he receives exchanges from other plants and prepares his inspirational articles?

There has been little writing on industrial questions that does not caricature rather than picture industrial conditions. One who visits a steel mill sees besides the arduous work, as much of real grandeur and majesty as is found in the works of man. Talking with the workman much of this thrill is felt in their response to the operations of rolling off or the machining of certain pieces. How much of the variety and romance of the ship yard has gotten into our plant papers? Some railroad magazines reflect the atmosphere of railroading and the fascination one senses when talking to old railroad men. *

With the many other duties entrusted to the editor he does not have time for the friendly intercourse which is so necessary for the understanding of shop problems. Some good shop articles are being secured by the editors as the series of technical articles prepared by the foremen in as unpretentious a sheet as the "Delco Doings" shows. Of the 165 corporations only one-fifth report that the editor devotes full time to the publication. Of the people on the editorial staff the number ranges from 0 to 5. 126 report no "full-time" persons on the staff; twenty, one "full-time"; five, three "full-time"; three, four "full-time"; and one, five "full-time" persons.

METHODS OF CENSORING ARTICLES.

Reports of 151** Corporations.

| Designation of Individual or
Department Censoring Articles | : Times
: Number | Reported
Percent |
|---|---------------------|---------------------|
| 1. Editor or Editorial Board | : 106 | : 55.5 |
| 2. Specified Department or Head of
Department*** | : 30 | : 15.7 |
| 3. General Manager or General
Superintendent | : 25 | : 13.0 |
| 4. Officer of the Company or member
of Board of Directors | : 20 | : 10.4 |
| 5. Miscellaneous | : 5 | : 2.7 |
| 6. Unspecified | : 5 | : 2.7 |
| TOTAL | : 191 | : 100.0 |

*See Baltimore and Ohio Magazine.

**Six reports say "Articles not censored"; 11 corporations give no answer to the question.

***Personnel Department (13); Advertising (8); "Heads of Departments" (3); Sales Manager (2); Head of Safety and Welfare (2); Production Manager (1); and "Financial Department Heads" (1).

METHODS OF SECURING MATERIAL FOR THE PAPER.

The nature of the organization, the community, and the class of workman so influence the method of selecting reporters that much divergence is found in actual practice. The most usual is by appointment, 109 (68%) out of 161 give this method. The duty of appointment in 39 cases falls upon the editor; other people who serve in the selective capacity are the superintendent, department head, advisor, employment manager, etc. In 15 (9%) reporters are secured by invitation for volunteers and in 8 (5%) by election. Other firms prefer to consider all employees as potential reporters i. e. 22 (14%) corporations depend upon news from all employees. Judging from replies, efforts to secure cartoons from employees have met with more success than requests for regularly reported news and articles. Ninety-nine firms (71%) secure their cartoons from employees with little redrafting. Eighteen firms (13%) are supplied by an art editor; 14 (10%) purchase them from outside talent and 5 (4%) secure them from their own Advertising Department. For illustrative material other than cartoons 72 (45%) employ a staff artist.

Policy of firms in securing material varies somewhat according to their purpose. One plant editor states the problem: "I would say that there are two ways of securing copy for a Plant Paper; one by volunteer writers and artists; the other by trained writers, who make this their main job. No doubt, as your questions infer, there would be some value of men in the plant, to have them write articles for the paper, or draw cartoons for it, and for us to edit or criticise them and send them back to be written or redrawn. That would be helpful to them, in making them better writers or better draftsmen. But we are not trying to develop either writers or artists through the factory paper. We are trying to keep a certain message of helpful loyal efficient cooperation and understanding before the men in the Factory. This is no job for amateurs. It is easy to bungle such a task. It is a thing to be handled with delicacy and judgment, and on the basis of close study of shop conditions and industrial problems, and a friendly acquaintance with the workers, so as to be sure we are not shooting over their heads, and to be sure we are thinking face to face with them."

A wholly different attitude is that shown by a firm whose paper has a high standard for articles but whose employees are encouraged to contribute. High standards and employees' contributions are reconciled in the following manner. : If the articles contain any promise at all, or if the contributor shows great zeal in persistent writing, an executive, a man of appreciation of letters, interviews contributors telling them the merits of their work, how it might be improved and if possible how it might be made acceptable. Needless to say, employees who succeed are marked persons among their associates. A careful letter from one of the executives commenting upon the attention due contributions says: "When material is not accepted an effort should always be made to explain why this is done. When contributing editors are appointed a list of instructions containing rules and guides for them will prove valuable. A great many shop editors are rather temperamental and have to be humored. If their

material is not accepted and no explanation is made they often lose interest and refuse to contribute further articles. All this, of course, is in connection with the fact that their editorial work is voluntary although done on company time. Hence a word of explanation before the appearance of the issue in question will prevent any serious disappointment and will generally bring much better cooperation on their part.

One thing to be remembered is that any large industrial plant gets the best contributions from the members of the general offices and the latter, too, will generally contribute more than is wanted; whereas the contributors from the shops themselves, through lack of education, do not furnish material that is up to the standard of the office notes and the problem always is to get sufficient notes in the shops. Hence it often results that a shop paper will contain a lot of office notes and give the impression that the paper is an office paper and is written in the interest of the office employees more or less. This should be watched carefully and every effort made to publish a paper which will interest everybody, especially since the members of the shops far out-number those in the offices. The same caution should be borne in mind in regard to pictures that are published."

Some firms are so desirous of employee contributions that they offer monetary inducements. Twenty-one give rewards for suitable articles; 17, for photographs; 16, for suggestions; and 13, for cartoons. Thirteen firms print these articles as written, 124 firms redraft them; and no firm among those reporting, returns the article to the employee to polish. Eighty-seven firms publish cartoons as submitted while 36 redraw them.

CONTENT OF PLANT PAPER.

Company policies, in the opinion of 28 firms (30% of the 92 reporting) should constitute from ten to fifteen per cent. of the content of a plant paper, fifteen firms devote from five to ten per cent. while fourteen firms consider the subject of sufficient importance to allow twenty to twenty-five per cent. Stated more briefly, slightly more than half the firms would give less than fifteen per cent. of the space to company policy and one-fourth would give from fifteen to twenty-five per cent.

The amount of space devoted to company policy is not the criterion of the effectiveness of having the company's policy adequately presented to the employees. A very brief editorial, if written over the signature of the proper person may be adequate, i. e. matters of company policy sometimes occupy very little book space. Disclaiming any responsibility for the publication does not indicate a more democratic spirit nor lessen the danger of a too patronizing tone. A statement such as, "The firm is in no way responsible for articles appearing in these columns as they assume no voice in the management and do not see the paper until printed"—is merely begging the question. Frequently the editor is not to blame for this lack of policy nor always for his wishy-washy editorials. He, poor fellow, must balance himself on the fence so that he offends neither employer nor employee. Some editorials and articles should be written by the executives of the company in accordance with a well defined labor

policy. If these are authoritative and unwavering, the amount of space they occupy is of little importance. If the editor and his staff are not informed of the policy of the company, if the editor must avoid all subjects in which the employee has the most vital interest such as continuous employment, wages, etc., is it any wonder that the columns are filled with the so called inspirational articles lifted from other magazines? Signed articles by a member of the management would give a sincerity as well as a labor policy to the paper.

During this present depression there seems indeed to be a general tendency for the management to take the employees into its confidence. Many executives have attempted to explain the need for retrenchment. Economic questions are freely discussed, diagrams and charts are introduced, showing how the company spends each dollar received, how many cents go to labor, how much to the stockholders, how much for raw material. So far so good, provided the management realizes that they are educating their employees so that in more prosperous times they will expect the same confidence.

EDUCATIONAL ARTICLES.

Educational articles should constitute from ten to fifteen per cent. of the content of a plant in the opinion of more than a third of the firms reporting. The next largest number of reports give twenty to thirty per cent. as the correct proportion for educational articles. Despite the large amount of space devoted to educational matters, most plant papers are failing by their lack of an educational program. The most pressing subject before America to-day is that of adult education. Here the plant papers should have an inestimable opportunity, which few editors grasp. The editor should aim not merely to have the articles in his own paper read; he could assume that a small group at least would be interested in reading from other publications, especially if their attention were directed toward valuable articles. Even a short list in each issue of the pertinent material in trade papers would assist the workmen. Many foremen complain that the plant paper is not in any way written for them. There are also some prospective foremen in the shop. The complaint comes from men in the shop that the paper seems to be written for grammar school children and talks down.

Besides losing an opportunity to foster technical education by directing the reading of the employees, the editor misses a chance to orient the worker in the industry and the industry in the trade, by a too closely restricted view of his own plant. Nearly all papers print pictures of "our first building," where "we began in 1880" and the use of the product, but very few tell of the relation of various processes to the finished article and the place that the plant occupies in the particular trade. From the growth of raw material through all the stages of manufacture until the article reaches the ultimate consumer lies a wealth of material for good articles. Many workers would enjoy having their particular task related to the whole industry, instead of viewing merely their own contribution to it. The editors of trade union journals have sensed this fact as is seen in the type of article in *THE PALETTE AND GRAVER* such as "The

Making of an Etching", "A Glimpse into the Future of Bank Note Engraving", and "Future of Steel Engraving", the last an address delivered before the Employers' Association. In addition to publishing these good technical articles some trade union papers entertain requests for reading lists on special problems.

These editors are realizing their own opportunity and are not blind to that of plant paper editors. Their chief criticism of plant papers is that no opportunity is given to discuss problems from the point of view of both parties concerned. In reply to the question, how can plant publications be of greatest value to the employees, the following answers from trade union journals are given:

"The publications in question are of educational value, although very often they attempt to prevent the employees from reading labor papers or other literature that may create a desire to organize the employees."

"By containing information about the product; By instilling a spirit of co-operation dwelling upon efficiency of employee which in turn will have a tendency to make a better product, which will enable the employer to compete with other manufacturers.. By manufacturing a better product it will create a sale for same which will create more employment and sales."

"By restricting its columns to matters appertaining to the particular kind of work done in a plant and publishing articles and advice on the necessity of learning the language of the country. The first may prove of value both to employee and employer and the second make better citizens of the foreigners. If union matters are discussed in such a publication it would naturally be narrow. A worker can get a better view of union matters from a publication that treats on union matters covering the entire trade."

"Employees should be allowed to have something to say about the policy of the publications and through shop committees to be selected indiscriminately by the employees themselves and the selection of the employees not to be dictated in any manner by the plant managers or officers.

During the war, plant publications were of some advantage in stimulating production and in creating good feeling among the different departments and quite often were of trade interest to the several trades employed in different plants."

"The publications can be of immense value to employees if they would teach them two or three very important things, a desire to become real skilled workers, to acquire a working knowledge of the language of this country, and last but most important in our judgment, to become real Americans".

SAFETY AND HEALTH.

Thirty-three firms (36%) think Safety and Health should furnish from ten to fifteen per cent. of the subject matter. The tangible results of safety campaigns are evidenced in the following reports:

"We believe the plant paper played a great part in helping to reduce accidents 41% during 1920."

"A recently organized safety committee is a direct result."

"By use of statistics showing percentages of eye accidents to total accidents by departments, we have finally succeeded in getting employees to use goggles on dangerous grinding and turning."

Specific methods of attaining these result are suggested in the following table:

ILLUSTRATIONS OF USE OF PLANT PAPER IN DECREASING ACCIDENTS.

| METHODS USED | Corporations Reporting | |
|---|------------------------|---------|
| | Number | Percent |
| 1. Successful "Accident Campaigns" conducted through the paper | 33 | 71.7 |
| 2. Interdepartmental contests * | 8 | 17.3 |
| 3. Safety articles written by plant physician (2), Safety Engineer (1) Superintendent of Safety (1), or Accident Prevention Committee (1) | 5 | 11.0 |
| TOTAL | 46 | 100.0 |

Excellent results are reported in more intangible ways than actually reducing the number of accidents.

"Health articles stimulated application for athletic association membership."

"Our health articles were largely read and discussed and other papers frequently republished them."

ELIMINATION OF WASTE.

The result of a campaign against waste conducted through the medium of the plant paper are mentioned in some reports, as:

"A decrease of 60 to 75% in errors in cashiering and inspecting departments due to figures printed monthly in our magazine." The specific methods used in some instances are.

"By giving quantity of any material (say paper) used in the plant year and showing how much this would be increased if each person in the plant wasted a sheet a day."

*Specific methods mentioned in addition to articles are:— (a) publishing accident records by departments, often comparing with average for the whole plant; (b) reproducing graphic charts, often making comparisons; and (c) use of puzzle pictures", cartoons and photographs of safety devices.

"Articles on wasteful methods have brought excellent results: articles on improved finish of castings have aroused much interest and results have been noted."

"Waste in one department was decreased by getting the department foreman to write an editorial on the subject."

"An occasional article on waste, using comparison method."

"Waste of supplies and of time have been campaigned in the magazine supplemented by mass meetings. These have brought about definite results."

"Articles by management and employees point out cures for cutting waste of time and material."

HOME NEWS.

The value of home news in the paper depends in a large part upon the community. If the plant is located in an isolated area where there are no other publications at all, community and home news play a much more significant part than in a paper published in a large industrial center. Possibly, this fact accounts in a measure for the amount of space allotted to home news, in various papers. Sixteen firms give no space to home news, sixteen firms allow five to ten percent and twenty-five firms think home news should constitute from ten to fifteen percent. In many of the papers the home page is too obviously a copy of what is done better by magazines devoted exclusively to this type of news. No distinction is made in this "Feminine Page" as to whether the appeal is to women employees of the organization or to women in the home. If there are women in the plant, there is no reason why they should not be interested in the whole magazine, athletics, plant news, etc. One would think by the way Hallowe'en parties and picnics are featured that the American workman has no home ideals and the foreign workman nothing upon which to graft our so called American standards. The foreign workers love their country for its art, its architecture, its tradition and its history. There is something in the beginnings of early American life besides the Declaration of Independence and the Constitution published serially. How many Feminine pages and Americanization programs have ever supplemented each other by showing good models of early American furniture and architecture. Cocheco Chats carries on its cover page a fine old New England doorway, in this particular case the door of the office of the firm. It suggests how interest might be aroused by the judicious use of colonial and early American art.

AIM AND VALUE.

The aim of the plant paper so determines the benefit derived from it that it is difficult to consider the greatest value of the paper apart from the stated aim.

STATEMENT OF AIM

| | Corporations
Reporting* | |
|---|----------------------------|---------|
| | Number | Percent |
| 1. To promote better industrial relations with a view to increased efficiency of worker, reduction in labor turnover, or both. ** | 96 | 60. |
| 2. To furnish a medium for an interchange of ideas between employees and management, with implication of a definite human interest in the employee. *** | 32 | 20. |
| 3. To coordinate and weld together separated elements, (department, branches, men and management, etc.) for the sake of greater efficiency. | 12 | 8. |
| 4. To stimulate sales (by advertising) and to increase production | 9 | 5. |
| 5. To promote safety and health | 5 | 3. |
| 6. To furnish a means of giving instructions and notices to employees, i.e. a substitute for bulletins. | 3 | 2. |
| 7. To educate employees in the industry by disseminating information about the business. | 3 | 2. |
| TOTAL | 160 | 100.0 |

As about sixty percent give their aim "To promote better industrial relations with a view to increased efficiency of worker, reduction in labor turnover or both" it is but natural that about the same percentage should give as their greatest value "Promoting better industrial relations with a view to increased efficiency of worker, reduction in labor turnover, or both." A grouping where more than half the answers fall under this indefinite heading is really disappointing. Until we are willing to formulate and to state more concretely both the value and the purpose there is bound to be some skepticism as to results. There is too much dealing in abstract conception and glittering generalities in both purpose and value. An example of a definite goal simply stated is in the Kodak magazine.

*Eight corporations do not state the aim of their publications.
**i.e., by explaining company policies and activities to employees and by appealing to their pride in and loyalty to the company.
***i.e., interested in furnishing to employees news, entertainment, and opportunity for self-development.

"Its (the magazine's) mission will be to make you better acquainted with each other and with the company and to further our mutual interests in every possible way."

There is some divergence of opinion concerning the use of the plant paper to increase production. Nine firms give as their aim to stimulate sales and production and twenty-nine have cited instances of increase in production due to the influence of the plant paper. Fourteen corporations report they have made a study of records before and after featuring a department in their plant paper. Some editors, however, consider the question concerning the effect of the plant paper upon production too materialistic. Quoting *vebatim* one said:

"Whatever makes for better men, a more satisfied worker, goes toward a better production, and specific instances must not be expected. We don't with mathematical precision measure the depth of mother love, nor by the chemist's methods determine the fineness of a baby's kiss."

"If you throw a rope to a drowning man and pull him ashore, the effect is seen; if with a wheel barrow you transfer a pile of bricks from one point to another the effect is obvious; but the subtle influence of a paper is written in the hearts of men."

"We look upon the publication as we do upon water and light." These methods of getting results make one think of the sign in the Advertising Men's Club, New York—"To take out a book, apply at cigar counter."

The answers concerning the greatest value of the paper add little that is not presented in the table of the aim of plant publications. The summary is, however, submitted for comparative purposes.

| CHARACTER OF REPLY | | Corporations
Reporting* | |
|---|---|----------------------------|---------|
| | | Number | Percent |
| 1. Promoting better industrial relations with a view to increased efficiency of worker, reduction in labor turnover, or both. | : | 87 | 59.2 |
| 2. Furnishing a medium for exchange of ideas for employees and management, with implication of a definite human interest in the employee. | : | 23 | 15.7 |
| 3. Coordinating and welding together separated elements (departments, branches, men and management, etc.) for the sake of greater efficiency. | : | 10 | 6.8 |
| 4. Educating employees in the industry by disseminating information about the business. | : | 9 | 6.2 |
| 5. Promoting health and safety, especially by decreasing accidents. | : | 7 | 4.7 |
| 6. Furnishing a means of giving instructions and notices to employees i.e. a substitute for bulletins. | : | 6 | 4.0 |
| 7. Stimulation of sales (by advertising) and increasing production. | : | 5 | 3.4 |
| TOTAL | | 147 | 100.0 |

*Twenty-one of the 168 corporations returning schedules give no opinion as to the greatest value of a plant paper.

In evaluating the paper the material submitted from another source than our investigation will be of interest in showing the type of article considered of most value and the reasons why these types of articles are of value. These tables are based merely upon opinions much of which is presupposition and bias. They do, however, represent the comment and in many cases the experience of editors. A caution is merely given lest it be assumed that they were secured by actual experimentation.

| TYPE OF ARTICLE OF MOST VALUE | Corporations
Reporting | |
|---|---------------------------|---------|
| | Number | Percent |
| | | |
| 1. Personals (67) ; factory news (42) and employee contributions (2) because of personal appeal to employees. | 111 | 40.9 |
| 2. Educational articles about business, general (63) and specific (16). | 79 | 29.1 |
| 3. Articles and editorials designed to win co-operation of employees. | 42 | 15.5 |
| 4. Articles on safety (19) and health (2). | 21 | 7.8 |
| 5. Human interest stories and articles (9) and stories of employee achievements (9). | 18 | 6.7 |
| TOTAL | 271 | 100.0 |

REASONS WHY ARTICLES IN PRECEDING TABLE ARE OF VALUE.

| REASONS | Corporations
Reporting* | |
|--|----------------------------|---------|
| | Number | Percent |
| | | |
| 1. Create Interest. | 52 | 27.8 |
| 2. Employees Reached by Appeal to Personal Vanity. | 33 | 17.7 |
| 3. Educational Value. | 28 | 14.9 |
| 4. Aid Cooperation and Plant Morale. | 26 | 13.9 |
| 5. Tangible Results Attained. | 21 | 11.3 |
| 6. Stimulate Production. | 15 | 8.0 |
| 7. "What Employees Want." | 6 | 3.2 |
| 8. "Needed." | 6 | 3.2 |
| TOTAL | 187 | 100.0 |

*Eighty-four of the 271 reports included in the preceding table fail to give reasons why types of articles mentioned are of most value.

Our own investigation asked if the effect of articles appearing in the plant magazine had been observed in specific cases, and received, the replies which appear in the following table:

| EFFECT OF ARTICLES WRITTEN* | Times Reported | |
|--|----------------|---------|
| | Number | Percent |
| 1. Reduction of Accidents. | 17 | 19.5 |
| 2. Employees' enjoyment of general plant news, especially jokes and personals (11), and their greater interest in their work (3). | 14 | 16.1 |
| 3. Increase in health and community activities. | 12 | 13.9 |
| 4. Improved morale of employees. | 12 | 13.9 |
| 5. Educational advantage to employees by inspiring them to take courses of instruction (6), to make greater use of libraries (2) and to write articles for the paper about their work (3). | 11 | 12.6 |
| 6. Suggestions and articles from employees. | 7 | 8.0 |
| 7. Increase in production (3) or in business through advertising (3). | 6 | 6.9 |
| 8. More efficient operation. | 5 | 5.7 |
| 9. Increase in membership of Mutual Benefit Association. | 3 | 3.4 |
| TOTAL | 87 | 100.0 |

Class "1"—some of these reports are—"marked reduction in casualties after editorial on Safety;" "Articles on Safety have been invaluable in the period of high production;" "Wonderful results with safety, accidents now very rare; improvement in accident record almost entirely due to work in plant paper;" "Accidents greatly reduced."

Class "4"—the following four reports are included here—"reduction in labor turnover" (2), "in absenteeism" (1), and "in tardiness" (1).

Class "6"—four of these say "resulting in improved methods of manufacture."

Class "8"—two of these reports add the following—"By giving a better idea of service" and "a resultant waste elimination saving thousands of dollars."

*Reports of 62 Corporations.

According to many firms the plant magazine justifies itself as the medium of the Shop Committees, Mutual Benefit Associations, and Employees Thrift Clubs. Athletic and all employee activities succeed better with a publicity organ. Health and Educational campaigns are made materially more effective. In giving information about the business some of the cost of the paper would be spent in bulletins which are unnecessary with an employee publication. Even the depression finds its own special need for it:

"We began practising strict economy last fall. Nobody now leaves even an electric bulb burning unnecessarily and our overhead has decreased to a marked degree."

"The paper was suspended as part of retrenchment policy Sept. 1920; suggestions have gradually dropped off since then. A suggestion system can hardly be permanent without some publicity medium."

"Particular stress is laid upon sending paper to laid off employees during depression."

The opinion of shop men and the comments of editors of trade union papers direct the way to one method of constructive work which is up to the editors of the house organ—determine upon an educational policy and follow it. If an interest in general reading is stimulated, much will be accomplished. American industry cannot continue to issue plant papers unless an educational purpose pervades the work.

The investigation shows that a plant paper is part of a whole industrial relations program. The number of plant organs which are ceasing publication during the present crisis discredit neither industrial relations activities nor plant paper. Our curve shows that for the last twenty years a period of depression has in every instance affected plant papers. If one could plot with this curve the number of technical engineers in industry, he would find that the changes followed the same general trend. It would hardly be claimed that the dropping of chemists during a depression discredits the application of modern science to industry. What really happens is that in any period of retrenchment strict utility from an immediate production stand point is the only criterion of what is indispensable. The employee publication is the instrument of a long run Personnel Program which is in turn the expression of the economic policy of the firm. Unless the latter is sincere and consistent the paper cannot "build up moral of factory and office." The narrow economic and social philosophy of some papers is discrediting the sincere work of many others. For instance, if the papers are serious in an aim to "create a desire for the son to follow the father," the aim is not only socially wrong but out of harmony with American ideals.

MEDICAL SUPERVISION IN INDUSTRY SESSION.

Thursday Afternoon, Oct. 27, 1921.

Hall of House of Representatives, State Capitol.

Col. Edward Martin, Presiding.

- (a) Plan for Industrial Medical Clinics, Dr. Mervyn Ross Taylor, Bell Telephone Co., of Pennsylvania
- (b) The Doctor an Educator and Promoter of Efficiency, Dr. W. Seymour White, Evanston, Ill.
- (c) The Rehabilitation of the Industrial Cripple. (Illustrated with Lantern Slides and Motion Pictures) General Lewis T. Bryant, New Jersey Commissioner of Labor.

REMARKS OF CHAIRMAN.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY: If the success of the Department of Labor and Industry would have been as successful as the Division of Hygiene and Engineering, I can assure my hearers that it has been a wonderful institution. During Dr. Patterson's term of office he has had twelve or thirteen conferences of the industrial physicians of the State of Pennsylvania and other states in the Union. This will be in line of the many that he has had and I trust that this will be equally as good and as instructive as the others have been. During Governor Sproul's administration in his cabinet we have had cooperation of each department to such an extent that it is remarkable all over the country. The Commissioner of Health, Colonel Martin, has done much to make this possible, ever willing, never too tired, always suggesting something worth while and today he will have charge of this meeting, and I have great pleasure indeed in presenting Colonel Edward Martin, Commissioner of Health of Pennsylvania.

The CHAIRMAN: In the first place, I am going to ask you all to come down nearer the front, partly for my own sake, that I may behold you and it seems a little more friendly, and partly for the benefit of those who shall speak to you. It is not easy to hear in the back of the hall. Those who want to escape can do so, but please come down to these front seats. In the second place an explanation and excuse for my occupying temporarily this honorable position as your Chairman. All the heads of departments in Pennsylvania, and I think I may say for the first time in its history, are united in ideals, united in purpose, united in action, and close personal friends, which means team work and is a sign and token to you that it is true I think your Commissioner has asked his various colleagues to preside over these meetings. So bear with my imperfections, because it represents on his part an ideal, an act of friendliness.

The first paper of the meeting on the program is Plan for Industrial Medical Clinics by Dr. Mervyn Ross Taylor, Bell Telephone Company of Pennsylvania, Philadelphia.

A PLAN OF INDUSTRIAL CLINICS FOR PHILADELPHIA.

Dr. Mervyn Ross Taylor.

No one engaged in the work of "Health Supervision" in industry can long continue his efforts without coming to a realization of the tremendous economic value accrued from efficient health and accident prevention and the early and proper treatment of wounds and injuries. But what is going on along these lines in one plant is not what is occurring in other plants not equipped with an efficient medical department.

If one studies the conditions existing, he will soon find a condition of affairs pernicious to both employee and employer alike, some of which are the following:—

(1) That there are an appalling number of cases of septic infection arising in wounds as a result of improper surgical care and treatment of industrial injuries.

(2) That there is a disposition on the part of the employer not to furnish adequate medical and surgical attention to injured employees and to shift their obligations to the insurance carriers.

(3) That the general hospitals cannot, for reasons later to be discussed, treat satisfactorily all types of injuries occurring in industry, nor can they make an exhaustive study of the many complicated medical derangements, affecting and hampering the workers at a cost within reach of the average employee and procure lasting results in the quickest possible time.

(4) That maladjustments, loss of time and money occur because of failure to obtain proper and early treatment.

(5) That in Philadelphia, in 1919, there were 255 fatal accidents, 3156 minor accidents; wage loss through accidents amounted to \$8,756,697 and the compensation paid was \$10,982,836 for the entire state.

We find that physicians doing industrial work are generally dissatisfied with the hospital service available for cases originating in industries and business concerns and have the impression that the service provided by the hospitals is somewhat inadequate and too impersonal. The dissatisfaction is due to the existence of a number of conditions, for example, certain employees become incapacitated through injury or disease, and failure to return these men to the industries as soon as possible, involves appreciable losses on the part of the industry.

The hospital surgeon in dealing with injury is apt to only regard the technical surgical problems involved and the ultimate perfect result. The time element does not enter as strongly as it should into his treatment.

The plant owners and the industrial physicians would like to obtain the finest surgical and medical attention available, but under the present hospital system, such service is not possible because of the great pressure of work under which the hospital physicians are laboring, and they feel that they cannot in justice to themselves and to their hospitals devote a disproportionate amount of time and attention to cases originating in industries merely because of this fact.

Furthermore, the industrial physicians of the larger plants and the managers of the smaller plants which have no industrial medi-

cine departments are frequently at a loss to know to which doctors of the various hospitals to refer certain types of cases, since no definite information is available on this subject. Further, because of the shifting service in the accident wards, emergency rooms and dispensaries, the industrial accident or sickness cases are often treated by different doctors at each visit, which is most unsatisfactory.

General hospitals show a reluctance to furnish adequate information on cases to the industrial physicians. Thus hampering the industries in obtaining information as a basis to arrive at conclusions for appropriation of money for disability benefits, etc.

Moreover, there are thousands of workers in industry who are hampered by reason of physical defects, most of which are correctable, but when allowed to exist, seriously affect their efficiency and may increase their liability to accidents.

It is not my intention in any way, to discredit the efficiency and public good which the general hospitals are doing, but only in so far as they apply directly to industry in which case they do not, and probably never can meet in all its ramifications the exacting modern industrial medical requirements.

Briefly, my plan provides for a central clinic or industrial hospital with organized departments in the various specialties and these to be equipped with every means of diagnostic facilities, also branch or outlying clinics to be located in the industrial centers in Philadelphia; each outlying clinic to serve the industries in that particular zone. We will provide for the teaching of first aid in all industries and rely upon the first aid workers to send the injured to the district clinic.

By having such a system, the industry and the employee alike, would benefit by the advice and corrective treatment. The immediate results in the improvement in the health of a body of workers are shown in the elimination of the employer's losses which come from such causes, which causes are obvious when we realize the vicious circle of cause and effect, and further, when we consider the effect of ill health on the quantity of production; ill health and its relationship to ill will; ill health and financial loss to the employer. The whole scheme would give to all industries alike, the advantage that a few now enjoy, "health supervision" and place within the reach of all workers the means of having the best surgical treatment available, and a means of exhaustive study and diagnosis in medical conditions which the average worker cannot now afford unless he wishes to accept it as charity. In this scheme, the employee would be made to feel that he is not the recipient of charity, but of a service which is carried on as much for the benefit of his employer as for himself.

The industrial clinic would be of immense value to the industries having medical departments as few are well enough equipped with all means for modern diagnosis, i. e., x-ray, laboratory tests, chemical analysis of excreta, etc.

It would banish the pernicious tendency now existent on the part of the employer of delegating to the insurance carrier the furnishing of surgical service in compensable injuries, and give to the employee the best medical talent procurable with an attached personal interest which cannot be over-estimated in its psychology.

It would further develop by its cooperation with all types of industry a means of opening up a new field of research. I refer to studies bearing upon the effects of certain occupations on health. The frequency of morbidity and mortality from certain common diseases among certain groups of operatives. The effects of the general stress of industry, the speeding up, the monotony, the general fatigue, effects, upon all of which we know but very little.

The plan aims to avoid conflict or competition with the local practitioners restricting the medical features of the clinics in all ambulatory cases to emergency treatment only and diagnostic work; and reporting the physical findings of the sick employee to the private physician and cooperating with him in means of treatment, etc. In other words, give him the benefit of all expert knowledge and equipment which we possess for the three-fold benefit of patient, employer and private physician.

It would give the private physician in complicated medical conditions affecting our workers a means of obtaining information by the most modern methods of diagnosis, i. e., x-ray, laboratory investigations, etc., so that they may obtain a surer and more rapid means of obtaining results.

My aim then is to set up a system of health supervision for all industries in Philadelphia. To eradicate the evils mentioned and their vicious consequences and to give to the masses of our workers a service which will be a full realization of their needs and after studying the problem from every angle and finally having the endorsement of the Philadelphia Chamber of Commerce, leaders of industry and the Philadelphia Association of Industrial Medicine, I submit the plan for your consideration.

OUTLINE OF MEDICAL AND SURGICAL CLINICS FOR PHILADELPHIA.

I PURPOSES.

- A. To remedy the present system of lack of adequate surgical supervision and care to the injured industrial worker.
- B. To insure against septic infection in wounds by efficient surgical treatment aiming to eliminate the now overwhelming number of cases of septic infection occurring in wounds as a result of delay or improper treatment.
- C. To teach first aid to groups of employees in every industry.
- D. To develop and strengthen the technique of the medical care of industrial diseases, accident cases and other maladjustments peculiar to industries.
- E. To remedy the present system of hospital service, which has been too inadequate and impersonal, thereby having created in the minds of the industrial physicians, employers and workmen, prejudices and lack of faith.
- F. To stimulate the interest of employers and managers and industrial physicians in the expert diagnosis, the careful treatment and rehabilitation of the physical and mental misfit in industries.

- G. To so expertly diagnose, rehabilitate and fit the workman to his job that maladjustments will be reduced to the minimum.
- H. To work out such a cooperative scheme of clinics for the whole city of Philadelphia.
- I. To cooperate with the municipal, state and federal authorities of health as well as the efforts of all private or semi-private health institutions, such as the existing hospitals, sanatoria, dispensaries, health promoting agencies social agencies, boards of health and State Department of Labor and Industry.
- J. Ultimately to increase the health assets of the whole community.

II ADVANTAGES OF SUCH A SYSTEM OF CLINICS.

A. Advantages to the Industries.

- (1) It will insure prompt and proper treatment of industrial accidents and lessen the time loss through septic infection.
- (2) It will insure proper treatment of difficult and unusual cases of physical ailments.
- (3) It will secure the same results for mental aberrations or ailments.
- (4) It will enable the workmen to be returned more quickly to his work and thereby save money.
- (5) It will insure a more complete and adequate readjustment to the workmen's conditions.
- (6) It will eliminate superfluous red tape and procedure, lack of interest and proper point of view, which are at present inevitable concomitants of the present method of dealing with hospitals and private medical agencies, and thus insure speedier and more effective results.
- (7) It will decrease the number of compensable injuries and reduce the employer's insurance premium by giving him what is known as "good experience."
- (8) This will make for economy of time, of money and of effort.

B. Advantages to the Employees.

- (1) It will save him needless suffering, loss of time and money by giving him better care of injuries when they occur.
- (2) It will lessen the number of industrial cripples by eliminating the serious consequences of infection occurring in improperly treated wounds.
- (3) In sickness and injury it will save his time by insuring a speedier and more satisfactory readjustment and return to work.

- (4) It will mean that his capital health is much more likely to remain intact.
- (5) It will mean direct supervision by those most interested in the employee's welfare.
- (6) The expedition and the effectiveness with which such a clinic can effect his rehabilitation will have a marked affect on his attitude toward work and will make him a more efficient workman and increase his productive power.

C. Advantages to the Community as a Whole.

- (1) It will insure scientific and adequate consideration and handling of one of the major problems of the health of the city.
- (2) It will provide for effective cooperation with all the existing health societies and organizations.
- (3) It will help in the general movement of promoting preventive medicine in the city.
- (4) It will render available concrete, scientific, up-to-date information to be incorporated in the curricula of existing medical institutions of the city, and also will give fresh light to existing individual practitioners as well as the personnel of existing institutions.

III. THE PLAN OF ORGANIZATION OF THE CLINICS.

- A. The organization of a Board of Managers to consist of employers, industrial managers, employment and personnel managers and large-visioned physicians. No member of the Board of Managers shall be on the medical staff, either paid or unpaid, or serve in any other capacity which involves pecuniary compensation.
- B. The medical staff to consist of the Chief of the Staff and also chiefs of the various clinical divisions of the whole organization, such as departments for heart diseases venereal diseases, occupational diseases, mental hygiene, and others as may be deemed necessary.
- C. The system should consist of a main or central clinic and from three to six outlying clinics; to be located in different industrial centers of the city, each of these to serve the industries in their respective zones or localities.

Each branch clinic should have one or more surgeons in attendance during working hours, also a trained nurse. They will examine and treat all cases applying for treatment when properly referred by an industry, and handle all emergency industrial accident cases. Reports, histories and records to be kept of each case and the same to be accessible to the industry employing the patient.

All cases requiring bed treatment, or when close observation and study is necessary in order to reach a diagnosis, these cases are to be referred to the central clinic.

D. The Clinic Staff.

- (1) The director or directors.
- (2) Internes.
- (3) Nurses.
- (4) Laboratory assistance and technicians.
- (5) Clerical assistants.
- (6) Janitor Service.

E. Departments for the Central Clinic.

- (1) Department of Surgery.
- (2) Department of General Diagnostics and Medicine.
- (3) Department of Eye, Ear, Nose and Throat.
- (4) Dental Hygiene.
- (5) Diseases of the alimentary tract.
- (6) Respiratory diseases.
- (7) Nervous diseases.
- (8) Venereal diseases.
- (9) Cardiac diseases.
- (10) Diseases of the skeletal system.
- (11) Diseases of the skin.
- (12) Diseases of the special secretory glands, both ductless and others.
- (13) Psychic and mental aberation, morbidities and maladjustments.
- (14) Transmissible diseases—cooperation with the authorities on epidemiology.

IV. THE LOCATION AND EQUIPMENT OF THE CLINICS.

A. Determine the location of the clinics, keeping the following points in mind:-

- (1) Number of plants where industrial hygiene departments exist.
- (2) The attitude of the management of the plants in regard to this project.
- (3) The number of patients which will be referred to such a clinic.
- (4) Available quarters, the central clinic might at first be located in an independent building or might be housed in an existing hospital, sanatoria or even some industrial plant.

B. The quarters of the central clinic should provide the following facilities:-

- (1) Proper waiting rooms.
- (2) Necessary toilet and sanitary facilities.
- (3) Operating rooms.
- (4) Special rooms for diagnosis to suit work of individual clinic departments.

- (5) Housing for the staff.
 - (6) Bed room for necessary number of patients.
 - (7) Laboratory facilities and proper equipment.
 - (8) The latest modern mechanical, surgical, diagnostic and treatment devices and facilities.
- C. The outlying clinics could be housed on the ground floor of a small building; three or four rooms would be ample accomodation;
- (1) Waiting room.
 - (2) Physicians' room.
 - (3) Treatment room.

V. FINANCING OF THE PROJECT.

- A. Determination of budget for the clinic, giving estimates of cost of rent, equipment, salaries and materials.
- B. Sources of Income.
The expenses for the first year's work might be underwritten by ten or twenty-five of the larger plants vitally interested in the project.
- C. The total expenses of the institution, deducting capital charges but providing therein for depreciation, interest and amortization, shall be pro-rated among all plants utilizing the clinic on the basis of a unit of service.

VI. NEXT STEPS TO BE TAKEN.

- A. Formulate plan-comprehensively and specifically.
- B. Present plan to half a dozen managers or industrial physicians and obtain their criticism in regard to it.
- C. Present the final plan to the Industrial Relations Committee of the Chamber of Commerce.
- D. Obtain statistics as to plants having industrial hygiene departments, number of patients handled by each per annum, and the number of cases which can be referred to the clinic.
- E. Formulate estimate of cost and size of budget for year's work.
- F. Present such facts to employers, directors of industrial hygiene departments, employment managers, personnel managers and all interested persons.
- G. Under the supervision of the Chamber of Commerce, call a meeting of all persons vitally interested in the matter, presenting at the meeting the plan of the organization, purposes, advantages, expenses, and a summary of statistical survey of the situation.
- H. Elect a Board of Managers at this meeting or at a later meeting.
- I. Obtain charter and incorporate.
- J. Raise funds.
- K. Secure the supporters.
- L. Appoint staff.
- M. Operate.

THE DOCTOR AN EDUCATOR AND PROMOTER OF EFFICIENCY.

Dr. W. Seymour White

Industrial Medicine and Surgery was but little known or thought of thirty years ago. Emergency work and that of a Surgical nature principally, was considered quite sufficient to give to employees. With added requirements for better medical education there came also greater interest in the care of workmen. The emergency field was enlarged in its ministrations to the sick or injured, which provided first aid and in many cases continuous care of the patient at the home and at times in a hospital until recovery was complete, a great improvement over former methods. While these advances going on there were cases where the doctor was not called; in the emergency, some workmen or office employee would attempt to apply first aid in a crude way or he gave none at all while waiting for a conveyance to remove the suffering individual to the home or a hospital, there to receive treatment often of a doubtful character by some inexperienced physician not at all familiar with this class of work.

The benefits derived from these advances in medical and surgical treatment in industrial work soon showed its worth in the saving of time, no doubt of many lives, and also of large sums of money. The improvements that made possible these savings were soon brought to the attention of the employer and the ever-watchful Insurance Companies. With each progressive step in health preservation the business world has kept pace, some industries voluntarily, others involuntarily, while the medical man in industry by his work, has steadily advanced in this special line; he has become prominent, and he has interested in the work those distinguished in other special branches of medicine and surgery.

The doctor having been able to educate the employer and Insurance Companies to higher attainments through his work, caused the latter to figure liability rates on the various risks according to the number of improvements made while the former in order to take advantage of these rates has gradually expanded the Medical and Surgical service, at the same time adding a Welfare Department.

It would be unjust to the owners of industries who early cared for the employees by adding Medical and Surgical care to their already fixed expense, were one to claim that it was done for advertising purposes only, for there are many employers who always were and always will be interested in the employees no matter what legislation may have in store for them, or what Insurance Companies may put forth as attractions to obtain their business.

The large industries which have been instructed by their medical advisors are most interested in this progress; they compete with no one, but endeavor to perfect as far as possible their own organization; hence you will find in these, Medical, Surgical, Dental, and Nursing departments fully equipped and directed by the best men the profession can produce.

Sanitation is one of the essentials to the success of an enterprise; therefore, every business should plan its buildings in such a manner

that the preservation of health, economy in heat and advantages of light receive special attention and that the sewerage system will be as near perfect as possible. The Sanitary Engineer has been taught many practical things by Medical men, such as lighting large rooms by placing windows high up to the ceiling, irrespective of architectural beauty; allowing plenty of floor space so that workmen will not be rubbing elbows; ventilating large areas so that foul air and odors cannot possibly remain in the building where pure, fresh air is being supplied in abundance; again the sanitary drinking fountains which have replaced the stone crocks and water barrels; convenient and commodious lavatory accommodations, with individual lockers and pleasantly located rest rooms; all of these advances have resulted from the medical profession interesting itself in industry.

The education of employer, employee and the public by means of establishing first-aid stations and hospitals convenient to the plant according to necessities and hazard in operating the same has proved their value beyond all question. The addition of the Dental Department, X-Ray and other Laboratory facilities and Welfare Service practically completes the equipment and provides a means whereby clinical teaching can be carried on to advantage.

Welfare in Industrial fields has been in many instances very satisfactory when the work has been attached to and under the supervision of the Medical Department. One of the chief reasons for the success has been the ability of the Doctor or Nurse in charge to impart to classes or groups, as well as individuals, knowledge which pertains to health, a thing in which every employee is interested and which they could not acquire in any other way; without this teaching-power few will be qualified to attempt to change the traditions and views of the individual which have been handed down from generation to generation where changes involving personal habits, privileges and manner of living are concerned. Consider the proposition of regular living. Rest—which is a prerequisite for good health and a very important item in promoting efficiency, for no sleepy or tired person can do good or thorough work. But in the absence of rest such an individual may become a detriment or even a hazard if placed in a responsible position where watchfulness is required.

Diet claims consideration next. It is surprising how people can maintain any reasonable degree of health, when the food on which they are attempting to live is considered. It is hard at first to teach these people what is meant by proper feeding at regular intervals, but thanks to the Industrial Welfare and Health Departments it is daily being taught in such a manner that the most obstinate are gradually being convinced of the benefits to be derived from its adoption, fewer workers will report for their daily labors without having eaten breakfast than in former years. When you attempt to introduce uniformity in dress, one which will be healthy and serviceable for those who work, that which means greater comfort and stronger bodies, you will fail, for the conventions of society attach to the industrial worker as they do to any one else, and just as long as the outfitters in clothing, hats, shoes, etc., insist on fitting the **HEAD**

and not the BODY of the individual the reformer will meet defeat at first, but he should not be disheartened, but continue the uphill fight.

Oral hygiene, with the restoration of the ability to masticate food by proper care of the teeth, has accomplished a great deal; attention to the nasal passages with the removal of infected tonsils; proper refraction and fitting of glasses to the eyes, and many other conditions daily encountered in welfare work, are readily accepted by the masses, for they imagine something dreadful will happen if they neglect these things which have been given so much publicity. It makes an impression which will last, and again these recommendations do not as a rule interfere with, but improve their personal appearance, a thing very much to be desired.

The institutions where female help is required present many difficulties especially where great numbers perform any considerable amount of work, the complex nature of woman causing them to suffer many times when in positions of responsibility, and this could not possibly occur if they would accept the advice of those who have made a study of the essentials required to keep them in good physical condition. It is also unfortunate that women adopt a business career sincerely intending to continue it for life, when alas! along comes Cupid with his dart, robbing business or industry of her services, spoiling many a capable and efficient business woman often to make a poor house-wife.

The male must wake up to the realization of his responsibilities in the very near future, for no man ever made good, or substantially gained in any enterprise without personal sacrifice and hard work. The young men of to-day are in many instances losing and wasting valuable time; they are, so to speak, pleasure crazy; it does not occur to them that they must lay a solid foundation at the outset of their career and make good by ceaseless energy and toil.

Welfare then offers the motto and secret to success. Work and work as if you mean it.

Psychology has been, is now, and always will be with us. It is our duty to use it legitimately at all times, and in all places, where by so doing restoration of health and its maintenance are possible; by its assistance normal mental and physical conditions are made to travel hand in hand establishing harmony, which is essential to efficiency.

Psychology plays an important part in the industrial world at all times, but it should be remembered that medicine does not claim exclusive right to its use and application.

The medical director of an institution overcomes many obstacles by his ability to get at the psychology of things. For instance, when employees are ordered to be examined before entrance into the ranks of an industry, or when older employees were ordered to be examined as to their fitness to perform the work in hand, much opposition was encountered, as the employees not fully understanding the situation, demanded what they termed their rights, insisting that a certificate of health from their physician should be satisfactory to the employer and examining physician. These people were sincere—so was the medical examiner, for he patiently explained the necessity for calling for these examinations and as progress was made referred individuals to their family physician when he found conditions

that should be attended to by him, provided the physician was a competent practitioner. This opposition soon disappeared and now many employees and some doctors ask to have a physical examination made in order that a council, so to speak, may be made in the case, and that a line of treatment satisfactory to all may be instituted.

The industrial worker, possessing a clear head and good physical body under favorable conditions and surrounded by congenial co-workers, seldom asks favors of any kind and does his work well, but when he begins to go astray from a working stand-point as will occur, it is pitiful to observe his efforts to conceal his inefficiency, and it makes one sad to think that strong men are reluctant to acknowledge their short-comings, by seeking treatment and relief which in most cases is close at hand.

Inefficiency which has resulted from some of the remedial causes, will in the near future be referred to the Medical and Surgical Department of mercantile, manufacturing and other institutions. The harmonizing of labor with the work to be performed is no easy task, but if progress is to be made many reforms are necessary. One of the principal of which is the restoration to individuals of that ambition which makes the workman desirous of becoming an expert in his line of industry. The employer and others must do their part by up-holding the ambitions of the employee in a substantial manner, which means adequate compensation with the possibility of advancement. Where he becomes very efficient rivalry which if generous and honest will produce many experts.

If the employees working in the non-productive departments of these establishments, continue in the work long enough to obtain the maximum pay with no hope for further advancement, they become disheartened and indifferent, thus becoming inefficient. This may be remedied by transferring them to other departments where advancement and additional compensation may be obtained, otherwise their inefficiency will do more damage to the business than an army of efficiency experts can overcome.

The field of Industrial Medicine and Surgery promises much in the future for the student who is of an inquisitive turn of mind, has an aptitude for investigation and a desire to do research work.

One of the greatest forward movements was the physical examination of employees which has saved many, by early recognition of and checking conditions that might have become serious if allowed to develop they have been kept well and efficient.

Since the introduction of Industrial Medicine it has become noticeable that more thorough work is being done by many physicians. Many epidemics of preventable and contagious diseases have been corrected by an early diagnosis or a knowledge of the conditions leading to the cause of same.

Disputed questions as to the cause of disease or injury are going to be solved by men working in the industries, some of which have been in doubt for many years. With the classifying of occupational diseases as they are, and will be in the near future, many now mentioned being eliminated, another achievement will be recognized.

The serum and vaccine treatments are still baffling to many. There is no place where they can be tried and their proper place ascertained as in the industrial work where the patients are under

constant observation and in what might be termed a normal environment.

There is need in all branches of medicine and surgery for fuller and more complete histories of cases with the complete registration of all changes, good or bad, and the treatment given. From records of this kind the medical profession can compile statistics that will be of value to teachers in universities and medical colleges. Industrial medicine and surgery in industry is fast becoming one of the places of learning for men interested in that which can be taught only by practical demonstration.

From the records you keep and the advances you make there are going to be additional statistics made, and these by insurance companies, who, if you are right, will not hesitate to quote rates based on your achievements: they may also figure what compensation you should receive for your labors and to some it would appear that they are using medical records of the industries as part of their equipment.

The doctor in industrial fields was obliged to establish himself and fight his own battles, which he has done successfully. By being an organizer and investigator many peculiar conditions have been brought to the attention of the medical profession, some old and some new, but all very interesting. Owing to his determination to get at the origin, cause, and the effect of these conditions laboratories of various kinds were established, some private, others connected with universities and medical schools. These laboratories are now working hard on all kinds of investigation and research for the benefit of the workman, the familiarity with and the solving of which will preserve his health and working efficiency.

OCCUPATIONAL CLINICS FOR INDUSTRIAL SERVICE AND RESEARCH.

Edward E. Mayer, M. D.

In presenting for consideration at this conference a plea for occupational clinics, before outlining my conception of its scope, a brief summary of present conditions in the field of industrial medicines will be necessary. I will therefore briefly call to your attention what is being done at present.

Industrial surgery has made marked advances, and in no State has this been more noted than in Pennsylvania. The importance of safety regulations in connection with occupational hazards has not been overlooked, and our State Department of Labor and Industry adequately oversees its problems. Of late years a physical examination of applicants for work has become a definite procedure with many corporations. Its value is unquestioned. A mental inventory or intelligence rating, technically called psychologic or psychometric testing, is being utilized by many industrial organizations, and is to a certain extent—useful. Workers vary in intellectual capacity and their work often should be adjusted to their capacities. The emotional stability of workmen is also a factor in efficiency and should be studied in every task in conjunction with its hazards. The unrest which precipitates strikes is often the result of dispositional changes, perhaps even of an actual psychosis of the strike-leaders, carried over as mass-suggestion to the rank and file of workmen, rather than due to the economic factors which are generally stressed as the chief causal influences. Why strikes are more common in one kind of industry rather than in another is worthy of closer investigation than has been accorded to it. The welfare of the workmen is intimately connected with his morale. Morale depends upon proper housing and adequate recreation, as well as upon efficient medical or surgical attention. These problems of morale must be handled as a unit. Many corporations already recognize this fact and are so dealing with it. Again, while rehabilitation measures for disabled workmen were recognized as advisable for many years, little organized effort was ever made to further them until the necessity arose by reason of the war. At the present time, in part because of the activities of the Government with its subsidies to the States, vocational and other therapeutic workshops are admitted as a necessity and some work is being done everywhere in this respect. Its general application to civil life and its necessity in connection with surgical work in the hospitals and with the disabled workman in all occupations, although recognized, has not been put into as extensive practice as it should. Especially true is it that it has no proper supervision in many places where it is carried on. Our State Department of Industry through the rehabilitation chief, Mr. S. S. Riddle, states in a recent report of the Department, that it has been actively engaged since November, 1917, in this work. A review of what the State is doing leads one to the conclusion, however, that it is occupied in finding jobs suitable for disabled persons and securing their compensation rather than actively rehabilitating the disabled. However, we recognize that the State is only in the beginning of its endeavor in this field.

We quote from the report: "The Attorney-General has stated in an opinion that the cost of therapeutic treatment cannot be paid directly from the appropriation to the Rehabilitation Bureau but in such cases therapeutic treatment can doubtless be arranged for in State-supported and State-aided hospitals when the accident victim is unable to pay for the treatment." Since few State-supported or State-aided hospitals are equipped for such work, it is manifestly impossible for disabled workmen to receive such aid and that, therefore, thorough rehabilitation work in the State of Pennsylvania is not being carried out. Further, our summary above of the varying fields of inquiry in occupational research shows that rehabilitation is but one of the many phases to be considered.

A betterment of present conditions is desirable and a co-ordinated effort is advisable in order to meet and fulfill present needs and future advances of industry. Our hospitals take care of acute accident cases but are not equipped to employ the time of the idle, practically able-bodied, workman who is cooped up in a ward while awaiting the knitting of fractures or the convalescence from some other surgical or medical disablement. No attempt is made to give him recreation. Nothing is done to develop him for further occupational employment and little or nothing is done to educate him. We would call the attention of the Americanization propagandist to the possibilities of making foreign workmen good American citizens, while they are lying idle in the wards of hospitals. Further, many socially inefficient workmen are only so because they are not fitted for the work which they are pursuing, and they could be made to fit in another niche of life if individual attention were given and training in vocational work was carried out under efficient teachers.

In other words, a medical, a social and industrial co-operation, different from what we have at present, would be very advantageous. Such co-operation is possible in two ways. One would assume that under the present hospital systems, if the State could be persuaded to request them to put in industrial workshops for therapeutic purposes and employ vocational teachers and psychological examiners, this aim would be accomplished. But the practical way would be by the creation of occupational clinics, which would be a center for such activities, which could be at the service of all corporations, and likewise at the service of all hospitals.

Our hospitals at present have such diversified interests that it would be very difficult to persuade them to change their methods, unless industry demands a change. Such a demand would spring from a clinic separately established paving the way for a widespread application of such methods. This clinic would employ trained men who would be at the call of industry to investigate public health problems in connection with occupational hazards. Such a research department would be a decided gain to any community. Let me enumerate to you some of the problems in connection with the medical and social side of occupation. They are, first, dust hazards. Second, poison hazards. Third, cold and humidity problems. Fourth, industrial housing. Fifth, diseases of occupation. Sixth, habits of the workmen, including narcotics and alcohol. Seventh, the problem of fatigue in connection with the psychology of unrest and the efficiency of workmen. Eighth, the selection of employees. Ninth, labor union clinics as worked out by Dr. Edsall

and conducted by him at present in the Massachusetts General Hospital in Boston. Tenth, the psychology of work. Eleventh, the economic relationships of employment and health problems. A survey of the many questions involved, indicates how broad the problem is, and points the way to only one conclusion—that a co-ordinated clinic plan is the better way to approach it in Pennsylvania.

Since every region has special problems, and since statistics are available indicating how much is saved by giving attention to the efficiency of workmen and their general health, if Pennsylvania corporations could be induced to grant a subsidy for the establishment of an occupational clinic, its value would be immediately apparent so that they would be glad to have it continued in connection with their own work. There is for instance in New York, a clinic for functional re-education, whose work has been till now largely in connection with disabled soldiers and sailors. It is now entering into similar work for civilians. Its value has been proved. It was established by New Yorkers who advanced sufficient money for its trial for a period of 3 years. Similar endowed clinics are also found in connection with hospitals and universities in several places in the United States. We also note that in a survey of Cleveland hospitals made recently, it is stated that industrial medical service is becoming more and more recognized in Cleveland and that they will take it up in a more efficient way. In Chicago, the new Chicago Polyclinic Hospital is going to have a department for the physical reconstruction of those who are injured in industry. In their report concerning its plans, it is stated that many of these cases remain more or less permanently disabled by reason of the fact that there is no institution properly equipped for handling the late results of these injuries. These cases become a direct charge on the industries and indirectly on the community but many men can be made independent and self-supporting by proper treatment and re-education vocationally.

We call your attention also to the report of the Federal Board of Vocational Education, Bulletin No. 57, series No. 1, upon industrial rehabilitation. An inspection of this report will show that it is not the intention of the Government to deal with the question of civilian rehabilitation nor sanction the States Utilizing governmental money for civilian rehabilitation under the Government Act.

But all these plans are only partial solutions and are not sufficiently constructive. Our plan is more comprehensive than those dealt with above since it contemplates a clinic which will be equipped to deal with all phases connected with industrial health problems. Its specific applications cannot be gone into without a survey of each industrial field and its immediate needs. Before this is done, evidence of co-operation on the part of the State Board of Labor and Industry must be obtained. In the present condition of industry, there is manifestly no surplus of money to try out an experiment however advantageous it would be found to be for industry. It is also a question whether private organizations should be called upon to defray the expenses of what is manifestly a public problem. We believe it might be regarded as a part of the duties of the State Board of Labor and Industry and we believe that an effort should be made to have this Board establish one or more of such clinics. It

should be of extreme advantage to the department in connection with their Compensation Board work. It is manifestly necessary in connection with the State's rehabilitation work and its advantages for corporations on one hand and for labor on the other would make it an important and progressive step in the State's work in connection with Labor and Industry.

We do not wish to give you the impression that a great number of these industrial health problems have not been thought of in Pennsylvania. Mr. Mackey, who is the chairman of the Workmen's Compensation Board of this State, in an address he gave several years ago showed how the reconstruction of cripples and the refitting of them for other occupations was the duty of the State. In that address he said "that the State cannot throw these fellows over on the employer and say that it is his duty to take care of them and re-educate them. He has assumed his obligation in compensation and that is all that you can expect of him.

It is well known also, of course, that many corporations in Pennsylvania such as the United States Steel Corporation, and the Westinghouse Electric and Manufacturing Company, stand in the forefront in this country in their efforts for the industrial cripple. There has been, however, and this I wish to reiterate, no objectively concrete plan ever presented for dealing with this problem in a co-ordinated way so that it will help all industry in this commonwealth. Likewise, most plans that have been considered seem to think only of the reconstruction part of the problem and not enough of the prevention part insofar as it affects the general health and morale of the workmen. It is in research work in this connection that great things need to be done and great things can be accomplished.

One might ask in what way does the plan, such as is hereby sketched, differ from what is being done at present. The difference lies in that our proposal calls for a co-ordinated system which will recognize diversified technical skill and secure the co-operative efforts of economist, physician and psychologist in working out some of our industrial problems. It will thus represent intensified group effort rather than individual activity. Under such direction trained workers in social service, occupational therapy and chemistry will occupy themselves with special problems. Fellowships could also be established to take up directly with a plant its problems of this kind. The field of public health service would not of course be gone into except where our efficient State Health Department would submit a problem to it for research work. Nor would such a clinic interfere with elementary instruction in industrial medicine, such as is given in University work, but it could well serve as a graduate school in conjunction with it.

Since this conference includes non-technical members, it might not be amiss to enumerate briefly some of the services to be promoted by such a co-ordinated clinical effort.

One:—The small plants will secure benefits which at present only larger corporations give their employees.

Two:—The larger corporations can be helped in research work of this kind, and further development of their industrial services.

Three:—The Compensation Courts will be benefited in having a clinic from which they can secure an adequate interpretation of a

workmen's efficiency for future occupational work. This clinic will also serve the Courts in providing graduated occupational therapy.

Four:—The rehabilitation bureau of the Department of Labor and Industry will be assisted in determining what occupations are especially fitting for disabled workmen.

Five:—Newer biochemical problems in connection with occupations can be investigated. These include various aspects of the fatigue problem in industry and the nutrition of workmen in correlation with the mental influences connected with the hazards of work in certain industries.

Six:—Various psychological problems of employment management can be entered into in reference to race and disposition in connection with different industries.

Seventh:—Problems dealing with fraud and malingering, which are such a bane in compensation work, can be thoroughly gone into.

The desirability of such a combination of scientific men grouped together as I have outlined, has become even more apparent to me through sitting in the proceedings of this most interesting conference. Ignorance of the fact, one speaker said, is the basis of much misunderstanding: but, on the other hand, with full knowledge of what they were attempting to do, coupled with a sincere effort in attaining their objective, other speakers acknowledged that there was an intangible factor which they could not put their finger upon, and which they felt must be taken into account in the study of waste and inefficiency in the various industries. To me, that factor lies in individual and mass psychology. Its relationship to both employer and employee, I know is recognized, but it has not been sufficiently studied for any true conclusions and therefore no real results in adjustments have been accomplished.

What type of men for instance, could sit in judgment to decide between the speaker who told us that industrial engineering will settle most questions of industry, and the other speaker who informed us that industrial engineering is absolutely a failure? Again, what is the significance industrially of a director of a plant school of a large corporation, who after eight years' effort, is willing to testify to his comparative failure in getting any results, and upon the other hand, the address of the Dean of Bryn Mawr College, who after one year's experiment with a working girls' school, tells you of its great success? Is it not clear that a study of the temperament of the students, the types of society from which they come, and the other sociological and psychological factors in connection with them must be accounted for? Is not this also exemplified by the challenge to the public school system, by a labor leader who dealt with the movement within labor circles to establish labor schools for the education of workmen? If public opinion dominates, as another speaker stated, then an intensive study of that part of the public which works in industry, especially in connection with their emotional reactions, is very advisable. For their problems are not those of intellect as much as they are of emotion. Prejudices and misunderstandings result from so many various factors, that wage statistics, plant inventories and other industrial data will not help to eliminate them unless they are used merely as a background for an individualistic study. In Kansas, public opinion is the farmer. In West Virginia, public

opinion is the miner. It is not exactly correct, you see, to divide Americans into three classes as if individuals can be put artificially into a compartment and kept there. It is obvious therefore, that local problems must be studied at close hand and the data must be secured by economists, psychologists, and physicians.

We need the economist to collect for us industrial facts, and the psychologist to collate for us data concerning the "minds of men", but it is the physician who in the end must sum up their findings in terms of the individual and determine the human equation. We must sell humanity to ourselves, just as the advertiser sells a name and the manufacturer sells an article by getting people to know the basic truths about themselves and to adjust their differences in opinion and viewpoint accordingly. And perhaps such a clinic will better sell the industrial physician to the executive than he does himself.

The Philadelphia Group for Unemployment is an attempt I imagine, to attain this end, but unless it avoids the stressing of lectures and discussions and enters into intensive research, it will arrive nowhere. One must get at the very roots of the problems involved and work upwards towards that light which will be found if earnestly sought for. In calling attention to this phase of research work, I am not unmindful of the other phases of industrial service which I outlined. I am merely illustrating one phase of my argument through the arguments presented to you at this Conference.

This outline indicates, we believe, the advantages to be secured through the establishment of such a clinic. Not all of these objectives will be immediately attained. It can be started in a small way without great expense and grow as its benefits reveal themselves.

THE CHAIRMAN. These papers are now open for discussion and I will ask those who wish to discuss them to come down here in the centre of the aisle and face the audience, give their names and their geography.

If there is no discussion, I take the pleasure in presenting General Lewis T. Bryant, Commissioner of Labor of New Jersey, who will speak on the Rehabilitation of the Industrial Cripple.

REHABILITATION OF THE INDUSTRIAL CRIPPLE.

General Lewis T. Bryant.

In considering the subject of the Rehabilitation of the Industrial Cripple, the Rehabilitation Commission of New Jersey has approached the matter first with the idea of obtaining the very greatest physical improvement, and later endeavoring to have the worker placed in the very best possible position to earn his livelihood that the degree of his handicap will permit. The question of placement naturally carries with it the determination of the advisability of training, either institutional or in a shop on production, as against the direct and permanent placement on such work as the injured is capable of performing. As we see it there can be no argument as to the absolute advisability of first using every reasonable endeavor to remove as much of the physical handicap as may be possible by means of an operation, medication, or orthopaedic treatment, including the use of suitable exercising devices. This treatment, may in many cases be supplemented by the use of artificial limbs, orthopaedic braces, or other appliances.

In order to carry out our proposed program, it has been deemed advisable to coordinate the work of the Rehabilitation Commission with the activities of the Compensation Court and the Employment Offices. To this end, we have established in each of the larger sections of the State an industrial unit in which is housed a room for Compensation hearings, a Rehabilitation Clinic, and the Employment Service. Each clinic has a complete equipment of the apparatus necessary for various types of electrical treatment, baking, massage, and a complete set of machines for exercising injured members. The Clinics also have an operating room for closed surgery, and open surgery of a minor character. The apparatus includes in each case an Albee Table and a spinal extension tripod. An X-Ray outfit is provided, and in the larger clinics, a pathological laboratory.

An arrangement is made in each community for the services of a surgeon of the highest standing, who is known as Director of the Clinic, who has the support of an Advisory Board composed of leading surgeons representing each of the hospitals of a given community. In this manner, the injured citizen is afforded an expert diagnosis of the highest character, and has an opportunity of securing the most approved treatment. The Director of the Clinic is also the medical and surgical advisor for the Deputy Commissioner of Compensation administering awards, and it is the policy of the State to first see that handicapped workers are restored to the greatest possible degree of efficiency before the money compensation is determined. In a large number of cases, this practice has made it possible to materially reduce the degree of the injury and largely simplify the work of the Rehabilitation Commission.

A representative of the Vocational Training and Placement branch of the Commission is attached to each unit, and it is a part of his obligation to see that the question of training and placement is given consideration in conjunction with the clinical treatment. In this way, the course to be pursued, and frequently the necessary contact

with employment, is made before the worker has undergone his full course of treatment. It is the desire of the Commission that every effort be extended to the end that each applicant for compensation may return to remunerative employment under the best possible circumstances, and with the least delay that conditions permit.

The advisability of having the Employment Offices immediately adjacent to the Compensation Courts and the Rehabilitation Clinics is apparent. The Employment offices are in most cases operated in conjunction with the Chamber of Commerce, and are in a position to provide a larger number of openings for placement which would not otherwise be as quickly available. Obviously, an Employment Office cannot be operated with the idea of providing openings for handicapped workers, but in many cases circumstances are such that a worker of this character can perform service equal, and in some instances, superior, to one who is entirely able-bodied.

The coordination of these several activities has worked out in practice to such an extent that while we opened one Unit as an experiment, we have since increased the number to five, which cover the principal industrial portions of the State.

The work of the Commission along the lines of vocational training and guidance has consisted largely in intelligent placement of handicapped workers in positions which they are capable of filling. In a few instances we have arranged for attendance at industrial schools, but in a large majority of cases we have deemed it advisable to place the worker directly in a suitable position which has been developed through the Employment Service or by contact with the local factory inspector. It is the duty of the Rehabilitation Official to follow up these cases and see that their industrial connection is all that it should be. In some instances, we have obtained positions during the daytime and arranged for a night course in a suitable school. While we do not underestimate the advantages of schooling for the younger worker, in the majority of cases this course seems impracticable for the reason that the advanced age of the handicapped worker necessitates promptly obtaining an income for the support of dependents.

The activities of the Clinic and the Rehabilitation Placement Service are available to all citizens of the State more than sixteen years of age, and it is the endeavor of the Rehabilitation Commission to make available its service to the largest number of the citizens of the State. It would seem more reasonable to furnish a considerable degree of assistance to a large number of citizens than to expend the appropriation by providing extensive training for a relatively few. While this work is new with us, as it is with other States, it is felt that the success obtained has placed it upon a basis of the State's permanent activities.

DISCUSSION.

GENERAL CHAIRMAN CLIFFORD B. CONNELLEY; We are very much indebted, I am sure to Colonel Bryant and his associates here today and I cannot let this time go by without explaining to you for a few minutes the cooperation we have had from the industries of Pennsylvania. Two years ago, or just shortly after the rehabilitation became active, we called in two hundred employment managers of this state, and they gave us the assurance of their cooperation, and especially did they say that when a man was injured and he was eligible for compensation and when we began to rehabilitate him they would make a selection for a position had he been injured in their employ, make the selection for a position for him after he was taken care of in the hospital. I cannot say too much in favor of just what I have seen here on the screen, that is being done by the physicians of Pennsylvania. I know of no class of men who spend more time and do it gratis than the industrial physicians, if you please, for the uplift of humanity: I know of no time in our history when the people that employ men have been more willing to help them and the new universities, the new hospitals that are being built are doing much for this kind of thing.

In Pennsylvania our employment service is just a little different and I am glad that it is a little different, because we have almost nine millions of people here and we have ten employment offices and we work the system on a personal form. We do that so that we give them the regular punctual personal guidance. Now we are far from being complete, but I think this afternoon in looking at these pictures I cannot help again but comment most heartily on what Colonel Bryant is doing and has done in Jersey with his limited means, but in the new hospitals in the state I think that this will be a part of their hospital. Now all the people that have been injured and rehabilitated, the major portion, you have nothing left of them except their minds. They are illiterate, many of them, in their own language, and we try to do the best we can from the physical side and then depend on the people in educational work to do what they can for their minds and get them placed properly. But see what a tremendous job it is. I am making no excuse whatever for its being a tremendous job, because the real red blooded man of America wants something for him to do, he wants something hard for him to do, and that is the reason for the successful physicians of today. That is what we try to do here, we take the immature mind and try to develop that as well as we do from the clinic side. For two years or more the Chamber of Commerce of the City of Pittsburgh, through its committee, has worked out and tried to work out something similar to this. Dr. Sherman, of the United States Steel Corporation, has worked out something similar to this, and so it is with our medical societies in the western part of the state and in the Pennsylvania State Medical Society, and while this is not a revelation to me, it is one of the things that we cannot speak too highly of, and I think that all of the people of Pennsylvania want to thank Colonel Bryant for giving us this wonderful display today.

This evening at 8 o'clock we are going to have this continued in the way of compensation through the Compensation Department. There has been a mistake made in the program. You will notice

that on your program it says Thursday evening, and they put 2 o'clock there. Now there are many men in the Department of Compensation that are frequently up at 2 o'clock. But they are not compensating when they are up at 2 o'clock. But tonight we hope that you will come here to continue this wonderful meeting this afternoon. The subject is "Workmen's Compensation", which carried a part of this afternoon's work and what will be given tonight.

I want to thank the men who have taken part in this work. Many of them are going to leave this afternoon for their homes. It has been most difficult to get a program that was fitting at this particular time. The unrest of the country, the unrest of the labor condition, the necessity to do something to help the other fellow and everything combined, so the practical side was what we wanted and we got much, and yet I have letters there that have been sent to me by men who have been in some of the meetings, stating that they were sorry that we did not reach some specific point. Well, the duty of the Department of Labor and Industry is to define the law as laid down and through what we have learned from these papers it will give us a better angle to manipulate what we have and to get somewhere more quickly than we would ordinarily. The unemployment situation taken up by the Federal Government and by the different departments of commerce of the different cities of Pennsylvania and the State of Pennsylvania has been such that the committee has made the matter worth while and with what we have done here these three days and what we trust they will do tonight, each has carried a message to us and I believe that we will take this message home and certainly work out a system. I thank you very much and I trust you will be here this evening at 8 o'clock.

The meeting is adjourned.

WORKMEN'S COMPENSATION SESSION.

Thursday Evening, October 27, 1921.

Hall of the House of Representatives, State Capitol.

Commissioner C. B. Connelley, Presiding.

- (a) Progress in Compensation, The Hon. Robert E. Lee, Chairman, Workmen's Compensation Board, Maryland, and President of the International Workmen's Compensation Boards and Commissions.
- (b) Interstate Commerce and the Supreme Court of the United States, The Hon. Harry A. Mackey, Chairman, Pennsylvania Workmen's Compensation Board.
- (c) Compensation Legislation. Prof. Francis H. Bohlen, of the Bureau of Workmen's Compensation, Department of Labor and Industry.

REMARKS OF CHAIRMAN.

Commissioner C. B. Connelley.

Somebody has said that every joy has its sorrow. The joy of this meeting, if it has met with the success that we members of the department of labor and industry hope for, the sorrow of it is fleeting. A few disappointments here and there, I think, is a good thing. It sort of puts a person on edge and keen to be sure the next time to make a program. The condition of the country made it almost impossible for us to realize whether or not we could get the people we wanted; but, so far, it seems to me, with a few disappointments, we were successful. Compensation came into the United States as a law in 1911, that was the first institution; in Ohio, you will remember, that they had the first law framed, but it was not active for two years later. The Pennsylvania law that came into being, with a very few changes, has been successful; and in arranging the program we used the words merely, "workmen's compensation," and they lead up tonight to the first subject, which is divided into three parts, the first of which will be discussed by Hon. Robert E. Lee, "progress in compensation;" Mr. Lee being the chairman of the workmen's compensation board of Maryland, and president of the International workman's compensation boards and commissions. It affords me great pleasure, indeed, to present to you Hon. Robert E. Lee. (Applause.)

PROGRESS IN COMPENSATION.

Hon. Robert E. Lee.

Hon. ROBERT E. LEE, Chairman of the Workmen's Compensation Board of Maryland, and President of the International Workman's Compensation Boards and Commissions. Mr. Chairman, ladies and gentlemen: It is a great privilege and a high honor to be afforded an opportunity for a few moments to meet with my fellow-countrymen and women in this magnificent commonwealth. When I first received the invitation to come to this meeting I felt impelled to do so, because I considered an invitation from your distinguished commissioner of labor almost in the nature of a command; and I then remembered, too, the people in this splendid community, those that I have chanced to meet, and others whom I have read about, and I have some little knowledge of your history and progress; and then I thought that there was a possibility that other duties and engagements might interfere with my presence; but the strong inclination to mingle for a few moments with you overcome any disadvantage under which I labored. I recall a story they tell down in my country about the citizen of Pennsylvania who was summoned to the great beyond, after having led an exemplary life, to receive the reward which comes to all those who serve faithfully here below; and there was no disappointment in the reward that was in waiting. Everything was lovely, everything was fine, everything was wholesome and good. Shortly thereafter another citizen of the Commonwealth of Pennsylvania was summoned to the great beyond, and walking down the street, the golden street, he witnessed a sight that he had

never expected he would witness in such a delightful country under such a magnificent environment. The sight was that there was a man chained to a stake, deprived of his liberty, undergoing untold agony, suffering and hardship that he had never dreamed could exist in the great beyond. He hastened to find the reason for it and upon inquiry of those in charge, they said to him, "Why, don't you understand why this man is chained to the stake and deprived of his liberty? Haven't you heard about it since being up with us?" He said, "I have not. What is the explanation? That is what I am seeking." "Well," he said, "I will tell you; that man is from Harrisburg, Pennsylvania, and if we didn't chain him to that stake he would be back home before to-morrow morning." And so that is the nature of the appeal that came to me from my fellow-countrymen in the capital of this great state.

There was a time when we used to discuss things from different angles and different surroundings. In politics we would go out into the highways and byways and meet the men-folks and talk matters over with them. We would go down to the church on Sunday morning, and we would serve as we should do, and when the preacher had pronounced the benediction and the service was over, we used to file out in little groups, and the men would be on one side and the ladies on the other, and they used to discuss, the men would discuss politics, public men and public questions, and the ladies would discuss good housekeeping and how to make biscuits and fry chicken and run the servants of the house, and things like that. Now we go to church amid the same environments, we file out in little groups and discuss things something in this style; the women discuss public men, they discuss public questions, they want to know whether so-and-so would be a good governor or a good senator or a good congressman or a good labor commissioner or a good compensation chairman; and the men gather on the other side, and in subdued tones talk in language something like this, "Take an equal amount of raisins and an equal amount of water," and so on the conversation runs. So we meet and discuss things from different angles. We are here to-night to discuss the subject of workmen's compensation in the light of the development that has taken place; and in order that I may briefly define the views I have to express, I have taken a little trouble to prepare them. They are extremely short, and I hope will not be tiresome. I will hurriedly express the thoughts I have, and perhaps add something not contained in the paper after its conclusion. I realize that if there is anything that tends to make an audience take a sound nap and make up for the lost rest the night before, it is to see the speaker take up a paper and start to read. But, however, this has always been the order of things, and I suppose, as we have clerks and stenographers at our command, and subordinates that know more than we do, we will have to take the liberty of reading what they have prepared, and will do so with a great deal of security. So I have availed myself of my special prerogative in presenting this paper for your consideration.

Compensation for industrial accidents was established in Germany in 1884, and in Austria in 1887. The third country, Norway, followed in the year 1894. In 1893 the first report devoted to the subject of workmen's compensation was published in America, under the title of "Compulsory Insurance in Germany." Since this year develop-

ments of the legislation providing for workmen's compensation for industrial accidents in Europe and America have been rapid. It is conceded that no other subject for the benefit of workmen has made such progress. Fifty foreign countries and provinces have now some form of workmen's compensation for industrial accidents. In the United States forty-three states have workmen's-compensation laws. The courts of these various states are no longer burdened with differences of fellow-servants, assumed risk and contributory negligence, and the injured parties under the industrial-accident laws, commonly known as workmen's compensation laws, are enabled to receive their compensation when it is most needed, without the delays occasioned by the necessary time of suits and frequent appeals. Accident boards and commissions administering the law represent a new development in American jurisprudence; they are saving enormous sums, which, under the common law, were paid to lawyers and witnesses and in court costs. The work of these tribunals is now recognized as a necessary concomitant of modern industrialism.

Under the common law the employe could recover only in the event that he was injured through some negligent act of the employer. This element is not a necessary prerequisite to recover under the law as it exists to-day. An employe who now receives an accidental injury arising out of and in the course of his employment, and which disables him for a period longer than the waiting-period provided by the act of his state, is assured of compensation; provided, however, that his injury was not caused by his own willful misconduct, willful intent to injure himself or another, or did not result solely from intoxication. The latter does not seem to have much bearing at the present time. This great work, which is rapidly and generally developing, practically revolutionizes the law of master and servant in so far as personal injuries are concerned.

Neither the German nor British system has been adopted in the United States, but the British act is administered under the same principles of law as the American act. The words of the British act, that an injury, be compensable, must be the result of an accidental injury arising out of and in the course of employment, have been adopted in nearly all American states. The workmen's-compensation law of Maryland became effective November 1st, 1914, and remained practically unchanged until 1920, when the following amendments were passed by our legislature: The waiting-period was decreased from fourteen days to three days, which amendment has in one year increased the claims before the Maryland commission one hundred per cent; weekly compensation was increased from fifty to sixty-six and two-thirds per cent of the average weekly wage; the maximum weekly compensation was increased from twelve dollars to eighteen dollars; the minimum weekly compensation was increased from five dollars to eight dollars; funeral benefits were increased from seventy-five dollars to one hundred and twenty-five dollars; death-benefits from four thousand two hundred and fifty dollars to five thousand dollars; medical aid from one hundred and fifty dollars to three hundred dollars; farm-laborers, who had been barred from the workmen's-compensation law prior to June 1st 1920, were, by the amendments of the Maryland legislature of 1920, given the right to elect to come under the Maryland statute for industrial benefits. The coverage section was broadened to cover, in addition to all extra-hazardous employments all work of an extra hazardous

nature. Another progressive feature in the Maryland act, which I deem worth mentioning, relates to aliens. The first Maryland law made no provision for aliens, but in 1916 our legislature provided that compensation should be allowed to alien dependents. A number of states have state funds administered by the accident commissions of those states. These funds take quite a part in the progress of compensation law having no idea of profit; they act as a balance-wheel, so to speak, to other insurance carriers in so far as rates are concerned. The growth of funds depends upon lower cost to the employer and the service rendered to employes and employers.

From year to year, since the establishment of compensation for industrial accidents in various states in the United States legislatures have amended their statutes, the general trend of the amendments being to liberalize the law and increase the benefits, until it is recorded that quite a number of states whose legislatures met this year made no changes in their laws bearing on this subject. Some statutes allow compensation to workmen who receive an "injury," while others specify "accidental injury" as the foundation for a claim. It is held generally that where the word "accident" is omitted, workmen who suffer from what is known as "occupational disease" are entitled to compensation; while, on the other hand, it is decided that where the word "accident" is used, those suffering disability occasioned by occupational disease have no claim for compensation. A new phase of consideration, as a result of progress, has been made in Ohio and Minnesota by bringing occupational diseases under the law. These states follow the British system, which specifically states which occupational diseases shall be covered. Illinois covers occupational diseases arising from some occupations.

The following four systems of claim-procedure are in use in the various compensation states: Claim system, voluntary-agreement system, adjudication of cases on basis of employer's and insurer's reports only, and the hearing system. Of these I am proud to say that Maryland has the claim system, under which all parties in interest, particularly the injured workmen, are given an opportunity to present their side of the case.

The international association of industrial-accident boards and commissions and other organizations have spent considerable time in the formulation of a standard uniform-accident-report-blank. In 1911 a standard report-form was worked out by the American association for labor legislation, and revised by the same committee in 1915, and again in 1920; and this form is now in use to a considerable extent in our country.

Industrial-accident laws vary greatly as to whether medical treatment should be furnished by carrier and employer or individual. Washington state provides a medical staff, from which the injured man may select a physician of his own choice. If the injured party returns to work, his medical treatment may be continued so long as the medical-aid board deems such treatment necessary. Public sentiment is growing rapidly for unlimited medical aid. Statistics show that there is no provision at all for medical aid in three states; sixteen states have unlimited medical aid; while the amounts provided for medical aid in other states range from fifty dollars to five hundred dollars.

Lack of uniformity is very evident in the revised chart of January 1st, 1920, prepared by the United States department of labor. In this chart waiting-periods vary from three to ninety days; death-benefits from three thousand dollars to six thousand dollars; permanent total disability (in time) three hundred and twelve weeks in some states, while in others compensation is paid for life; benefits vary from twenty-five to sixty-six and two-thirds per cent of the average weekly wages; maximum compensation from fourteen dollars to eighty-four dollars and fifty cents monthly, but in some states death-benefits run higher; minimum compensation runs from three dollars to eight dollars. The percentage of employes subject to the act also varies considerably; California covers seventy-six and two-tenths. Illinois fifty-five and four-tenths, Louisiana thirty-five and two-tenths, Massachusetts eighty-seven and eight-tenths. New Mexico thirty and seven-tenths, and Porto Rico twenty and five-tenths. Maryland's percentage, forty-five and nine-tenths, has been increased by its amendments of 1920. Some acts are administered by courts, some by commissions, and others by industrial-accident boards. The foregoing also tends to show that some states are progressing more rapidly than others in their compensation work.

The international association of industrial-accident boards and commissions has authorized the appointment of a committee to recommend some uniform schedule of rates for permanent partial disability, which is lacking throughout compensation jurisdiction.

Briefly, in conclusion, the few phases of progress that I have mentioned herein, prove conclusively that the value of workmen's-compensation laws has been recognized to the extent that in ten years from the time when the first permanent constitutional law on this subject was passed they have spread until there are only five states in the United States to-day without industrial benefits. Workmen's-compensation laws although still in their experimental stage, are giving sure, certain, liberal and prompt relief to thousands of injured men who otherwise would be thrust upon the charity of the state.

Now, my friends, in all these movements for progress new ideas are always being advanced, new schemes of administration, new schedules and provisions are being made; and we find that in the compensation-work there is no exception to this general rule of things. We find that the states are overhauling the compensation laws; some of them are operating under a system akin to yours; others by independent commissions, and one or two only are left that use the old court system. My own judgment, for whatever it may be worth, is that the administration of the compensation laws ought to be left to an independent administrative body, without control, or without being answerable to any superior authority save the courts of the land. Being a quasi-judicial body, called upon to determine matters of a judicial character, and to pass upon matters affecting vitally thousands upon thousands of dependent workmen, it is of sufficient importance and dignity to be administered as a separate and distinct department of state government. Whether that is the correct theory or not remains to be seen, and can be, I have no doubt, very ably discussed, and perhaps proposed; but I believe that in the haste and desire of those who administer the state government to always be advancing new ideas and changes, they are making a mistake in attempting to so alter the administration of compensation legislation.

as to be jumbling it all up with a hundred and one other subjects that seem to be closely associated, but which, in reality, are not close enough to be administered except by a separate and distinct body. New York has recently reorganized the administration of its compensation act, somewhat perhaps akin to the Pennsylvania system. They have an independent commission at the head of the department, and the commissioner is operating under that commission. At first glance it looks to be a progressive move, and time may prove that it is; but I am not taking very much consolation out of the new order in New York, because, as my memory goes back over the history of compensation in that state, they have been reorganizing their compensation about every two years, and pretty much like they get a new governor. I think that in the advancement that is attempted to be made, there is some virtue in allowing a system that has been established and which is successfully operated and understood by the employer and the employe to remain in a fixed position, as it were, rather than to be continually changing it so that nobody really, in fact, knows exactly what and how the compensation is being administered. Our tendency is, the modern tendency seems to be all along the line, to be continually tinkering with, continually changing, continually advancing new ideas of consolidation and combination, merely upon the theory that perhaps there are some overlappings, that in some way there may be some economic saving, that there may be some raising of the standard of efficiency.

I believe there is some virtue in allowing these measures to be well understood, and the changes to be made after the most careful and scrutinizing inquiry and investigation. No subject appeals more strongly to an administering body than the workmen's-compensation law, I think; or few subjects at least. There is always, as a rule, a sad side to it; there is always a human appeal; there is always the distress, and sometimes it is extreme; and the hardship is very great; and one of the dangers that compensation boards have to guard against, in my judgment, is that they do not attempt too strongly to take the place of other agencies, and to so administer the act as, in reality, to make them, in effect, charitable institutions rather than institutions to establish an industrial justice that will be as beneficial to the workman as it is to the employer. So the human side is strong; that is, the tendency is always, and, of course, with limitations, ought to be strong in the interest of the unfortunate who makes the appeal for compensation; and yet there is a limit to which we must recognize that we ought to go, and beyond that we ought not to attempt to progress. The human side, the sympathetic side, is so strong that our natural tendency is to be over-indulgent rather than in the interest of the workman himself to act at all times administer the law fairly and impartially, even though at times there may be some hardship; because no class of people under the sun is so dependent upon fairness and justice, free from charity, than the honest workman of this entire country. The main thing he desires, the main thing he needs, the main thing that gives him security and faith is that the law shall be impartially and judicially administered.

My friends, concluding, I may say that I feel the same impulse that every other industrial-accident commissioner feels, I feel that same human appeal that every other agency that has to administer a law of this kind feels, and I have the same difficulty that other indust-

rial-accident commissioners have to try to understand where justice ceases and charity begins; because, after all, in these new conditions we are simply attempting to organize a system of national and local government that will more clearly harmonize with the progress of the time and conserve the need of society. This is a great country; Pennsylvania is a great state; at no time in the world's history was there a greater need for men in public service of high character and intelligence and firm resolve; at no time in the world's history was there a greater need that somebody with balance and judgment and determination should be at the wheel in order to administer public office, when there is such a clamor so many criticisms, so much unrest, so much dissatisfaction apparently on all sides; and we who are charged with the administration of public office of any kind or of any character need always to be firm in our resolve to try to administer the laws, both of the state and of the nation, fairly, in order that we may aid this social development, this human progress, this readjustment of things, and to brush away the old ideas and allow new ideas and thought to reign supreme, that we may be a great human institution that is seeking to harmonize all the elements of society, bringing order out of chaos, and progress instead of stagnation into this great country of which we are a part, composed, as we are, of all nationalities under the sky almost, offering the most liberal treatment to all people everywhere from every clime and under all conditions to become part of this great country, where the Jew and Gentile, where the English, and where the French, where all may be gathered together; that we may so conduct our public institutions as to give the impression first gained of our public affairs such a high standing in the eyes of those who shall be our future citizens that they will have a profound respect for the government, from Washington all the way down; that all nationalities, and all creeds, and all colors, and all people may gather under and around our great statue of liberty, freed of all national hatred and all disputes and all ambitions and all aims, that we might, as I say, at the foot of the statue of liberty greet them all under the emblem of our country, and sing in unison,

“ ‘Tis the star-spangled banner;
Oh, long may it wave
O'er the land of the free
And the home of the brave.”

(Applause.)

Commissioner CONNELLEY. There is one thing that the American boy, when he grows into manhood, remembers, and it is that those born south of the Mason and Dixon line are noted for their oratory. Robert E. Lee was born south of the Mason and Dixon line, and he is one of the south's noble sons, but I never knew a Democrat could speak so well and so clearly and so joyfully in a Republican house as he has to-night. (Applause.)

When Mr. Mackey is out of the office and we in the office speak of him, we always say something nice about him that we wouldn't dare say if he were there, and this is one thing we always do say, that there is no man in this United States whose word goes farther and whose sympathies in his work are more far-reaching, that the judi-

ciary of the country takes his opinions as law, than our good Harry Mackey. He has given, I believe, to corporations more real solid wisdom on the definition of compensation than any man in the country. The courts have the digests that he issues every year in their law-libraries, and some of the corporations, that I know take his book, and on that rely for their work. His human side is as great as Mr. Lee's oratory. Mr. Mackey is doing much now, is always doing something for the other fellow, and to-night he is going to tell us of the interstate commerce and the supreme court of the United States in relation to workmen's compensation.

INTERSTATE COMMERCE AND THE SUPREME COURT.

Hon. Harry A. Mackey.

I do not know whether or not it would be well for me to make some collateral investigation as to those things which are said in the office about me when I am not there. Probably it would be better for my peace of mind that I remain in statu quo. My friend, Robert E. Lee, has just delivered a beautiful oration. He has all the tricks of the orator, and I can speak with intimate knowledge of him, because I have known him quite a while; and, like all orators, he looked over the audience to find some line of least resistance whereby he could break into the good graces of the audience; and you know his feeling and touching reference to the home still. The country south of the Mason and Dixon line has produced some orators, and it has produced the grape, and, to my personal knowledge, it has produced the beverage known as the cobbler. And therefore we love everything that comes from south of the Mason and Dixon line.

When I looked over this audience and when I reminded myself of the task which I had voluntarily accepted, I had a great many misgivings, for the reason that I thought that the concluding session of this great conference would be along the lines we have heretofore followed, and that we would have a round-table discussion among the referees on questions of vital importance to them in their daily work and the decisions incident to their consideration, and I selected this subject for their sole benefit, not for the benefit of the audience gathered from the community in general, that I knew would not be interested in a technical discussion of one of the most mooted legal questions incident to our work; and, like Brother Lee, I looked around and wondered what I could say to sort of soften the rigor of this subject. I had in mind the visit that Commissioner Connelley and I made to Schuylkill county some time ago to do honor to one of my colleagues on the compensation board, the Honorable Paul W. Houck. The whole community was doing him honor on his natal day. Schuylkill county has the distinction of having seceded from the Union since the adoption of the eighteenth amendment to the constitution. (Laughter.) We found a vast assemblage of representative men of that wonderful anthracite coal-region, who had read in the papers something about prohibition, but its full import had not reached them; and, thinking that I had better address myself in the beginning to some subject close to their hearts, I told them Bert Williams's story about a little walk that he had with a friend of his.

They walked out past an insane asylum, and one of the inmates was crying loudly, "Down with prohibition; give me whiskey, give me beer." And Bert's friend said to him, "Well, that fellow might have been crazy when they put him in there, but he is talking damned good sense now" (applause); and the audience believed that that was my sentiment. I got along very nicely with the remainder of my speech. You never can tell in a strange audience just how a little subject is going to aid, and what sympathetic chord you have started in vibration. I have in mind a friend of mine who went to deliver a prohibition speech in a strange town, and in the course of the speech he said, "We prohibitionists are going to make a crusade in this town, and we are going to break into the liquor places and take all the whiskey out and dump it in the ocean." "Thank God for that," says a little fellow in the front seat. "And while we are about it, we are going to take all the beer and dump it in the same place, and all the gin, and we are going to pour it into the ocean." Says the little fellow, "Amen, Amen." That encouraged the speaker very much, and he went on to say, "We are going at the same time to dump all the malt and vinous liquors in the same ocean at the same time." And the little fellow, almost bursting with enthusiasm, shouted, "Amen, Amen." "My friend," said the speaker, "my friend, your enthusiasm has inspired me; you give us all great courage in this work; I have no doubt you are an ardent prohibitionist." "O, no; God forbid," said the little fellow; "I am a deep-sea diver." (Laughter.)

We entered in this compensation work, and I am reminded that this was some five years ago, and I was noting the changes since that time when we met here in this room over five years ago, and Brother Bohlen, sitting here at my left, at Mr. Lee's left, who had been very instrumental in drawing the act and urging its passage in the legislature, stood here explaining to a wondering audience just what compensation meant. I often thought that the attitude of public men toward compensation at that time was somewhat in the same spirit as a gentleman who received a letter from the Black Hand, and it said, "Dear Sir, unless you send us five thousand dollars at once, we will kidnap your wife." He replied, "I haven't the money to spare just now, but your plan appeals to me." (Laughter.) And from that meeting in this hall we went out, and we took the gospel of compensation to Pennsylvania's almost nine million of people; we went up and down this great commonwealth; we visited the places that are given over to Pennsylvania's wonderful industries. We went to the mines and factories and mills; we went before the society given over to the fraternity of the medical gentlemen; we went to the bar; we even went to the courts to take this gospel of this new thought in the relationship between the employer and injured employe to the very seats of justice. At that time twenty-seven states of this Union had adopted compensation, and all the countries except Turkey alone; and if you will look at the map which Commissioner Connelley caused to be circulated, you will see what progress since that time has been made in this compensation thought.

I remember standing in this hall, in this very place, in the early days, and trying to picture the relationship between the old common-law relationship and the results growing out of the relations and understanding of that relationship, and what we hoped to accomplish in this new Pennsylvania law. It gives me the greatest satisfaction to come back here and report in behalf of this great organization that has been perfected in this state for the purpose of administering this law and the wonderful results that have been achieved. We went out into this great commonwealth of Pennsylvania; and you must understand that from the bowels of the earth we take out over six hundred metals that go to make for the progress and advancement of the countries and nations; our activities are greater than any other state in the Union; our interests are greatly diversified; and we had to face conditions probably harder than any organization ever faced in the history of the institution of compensation laws. Pennsylvania is a conservative state; our people were schooled in the common law of the fathers; from the days of the proprietary down to the first day of January, 1919, we practiced law by precedent; relationships between the workmen and the employer had been adjudged by that precedent-law, and by case-law; and I stood here and tried at that time to tell of the daily enacted scenes in courts of justice, where the wearers of the ermine were compelled to follow precedent and case-law, and where the sentence of non-suit was daily pronounced in those cases, and how the widow with her little brood of children would hear the verdict, and would go out to her home little appreciating the consequence of those words; and I tried to picture how that woman was doing picket duty in front of her home; and my mind came to the conclusion that when there was something in this system that permitted distress like that, nothing remained in the state; and I tried to picture this great social and industrial waste incident to litigation between employer and employe; and we went out to put this law across among a people of almost nine million, where probably three hundred and fifty thousand wage-earners went out to their daily work each day, where we had to take it into the mines where a man went down in the bowels of the earth every day knowing not whether he was going to return; we had to take it out in a state whose hills and valleys were teeming with industrial people and industrial progress, and where there were great troops of people; and we went out to do it properly, as everything must be done to be a success. It was a new form of proposition to our organization, and so the commissioner of labor and industry was the center around which this whole organization was formed; and then we divided this state into compensation districts, endeavoring to equalize them as far as possible, as far as territory, exposure and other conditions were concerned; and to those districts were assigned referees. I want to say to this audience that when you hear compensation discussed in Pennsylvania, and when, as you frequently do, I am aware, hear it spoken of as a success, I want you to associate with that success in every instance the wonderful work done by the referees of Pennsylvania.

I remember the time full well when they came here to meet the board and the commissioner and governor, and it became my duty in behalf of the board to say a word to those referees; and I said

to them, I tried to impress upon them the importance of the duties to which they had just been called; I tried to point out the diversified interests of Pennsylvania; I tried to impress upon them the fact that, while this was called the workmen's-compensation law, it was the law of every man, woman and child in Pennsylvania, the law of the employer as well as the law of the employe, and that they must administer it just exactly as every law, and that it was just as sacred, holding the scales of justice evenly and equally, letting each case be determined by the weight of the evidence in that case; that this was not some new socialistic propaganda intended to take money from one man's pocket and give it to another without due process of law to do so; and that it was, in effect, an equally balanced piece of legislation, and that its administration according to justice and conscience and law and evidence would, in the end, create that solidarity, that standing in the community, that would make it part of our social life, to the everlasting advantage of the entire citizenry of the state. That has been the work of the referees coming in the first contact with the people, bringing about a spirit of conciliation, showing where immaterial differences can be wiped out under the act; and the result has been what I consider the greatest achievement history can record, that almost four hundred thousand injured workmen have met an equal number of employers at the table and executed compensation agreements in peace and good feeling, without delay, without cost, and without quibble; and out of that mutuality of interest, thus expressed in writing, which we have filed in our records, has grown that great, that greatest of fruition in this social community that we now enjoy.

And then you have heard discussed here during this week that kindred subject which grew out of this work, and after I tell you one story with regard to the origin of rehabilitation in this state, I will say something upon my real subject. Under the compensation law the compensation board has the right, upon proper facts being shown, to commute the continuing payments to present value, and order the payment in a lump-sum. This brought before us from the beginning very great difficulties. These came from misguided people with an itching palm, believing, or with an ambition that they could go into business, business they did not understand. Some were the victims of suggestion. They all came before us in the compensation board, the men and the women who desired to invest their whole amount of compensation in some business with which they were unfamiliar. We early saw how it would affect us, and we tried to overcome it in a large number of instances. As against this we had blind men, and men who had lost both legs or both arms, and who had become permanently injured. They wanted to go into all kinds of business. I remember one time in the coal-regions a blind man came to us; he had lost both eyes in a coal-mine; he had a wife and six children; and he came with all sorts of suspicions to prey upon the fellow's feelings and the judgment of the board. We asked him to wait until the crowd had gone away, and we took him in a room and said, "Now, you don't want to do anything of the kind." He wanted to go into the grocery-business. I said, "That will make you a loafer all your life; in your blindness you will sit in the little store and hear somebody else weighing out the coffee and tea, and

you will become suspicious and dissatisfied, and as you go on things will be darker and darker; what you want to do is to let us take you and your wife and acquire some trade; blind men are no longer blind, no longer helpless; we want both of you to learn that the greatest lesson in life is that the conquest over handicap is man's greatest victory." He took our advice, and a short time afterwards we gave him a time-commutation, money enough to start a little broom factory; and he sent us his picture—it is an old story to those who have heard me speak on this particular subject—and no one on our board or connected with our work would exchange that picture for the handsomest picture in Luxemburg. There stands the blind man with his wife beside him, and his six children beside them; brooms piled higher than the little room they live in, brooms he had made; a smile was on his face, and that smile told the whole story, told the story of rehabilitation. He was no longer a blind man; the light of hope and joy had broken in upon him; his soul was beaming out from that face; and the smile lighted up the whole picture. He had taken his place among men; he was no longer a helpless and hopeless blind man; he was an instrument of productivity; he was the head of that family of six children; he was not just going to be a blind husband and father all his life; he had that thought, the great thought of rehabilitation, helped along, of course by the patriotic impulses of the war. I consider this result, growing out of compensation, the greatest achievement of the five years of work.

It is wonderful, of course, to look back over this five years and realize that this law has taken an immense amount of comfort and voluntary help to over a million people; it is wonderful to think that six hundred thousand men in five years, through this law, have had medical treatment from their employers, so economical and efficient that they have been returned to their places of work within the waiting-period; it is wonderful to think that four hundred thousand men have been kept out of the courts, and sat down in a room with their employers to sign compensation agreements; and out of our office have gone orders, and certificates have been approved, and compensation will follow; it is wonderful to think that the courts of this state, and the employers and employes of this state, all hail compensation as the greatest achievement of modern days; but I tell you that the picture of the blind man presents the most wonderful thought, that if a man would lose an arm or a leg or an eye, or both eyes, he is not done, he is not the subject of charity. The lesson that I have mentioned is being brought home to hundreds of homes in this commonwealth, that man's victory over handicap is his greatest conquest.

Now, there is just one subject that bears upon the powers of the courts, the powers of the supreme court, because three times the supreme court of the United States knocked the supreme court of Pennsylvania on its nose and downed the compensation order. We are rather proud that the supreme court of the United States has reversed the supreme court of Pennsylvania, which has sustained us in our great work of compensation. Those questions have arisen, and this conflict is now on, because of the fact that the employes of railroads, as far as compensation is concerned, stand in a class by themselves. Back in 1908 the congress passed the federal liability act

which was intended to iron out the rigors of the old common-law relationship. It was intended to give the railroad employes the same ready relief of the services of the three old soldiers I have so frequently referred to, that were always on guard, as against the employer and courts of justice. The three old soldiers, old and worn-out and wrinkled, with habiliments ragged and torn, still they were found guilty of contributory negligence, guilty of contributing to the negligence of a fellow-employee. So the federal liability act came along to help men engaged in railroad-work. When they were hurt, under the terms of that act, a man must, and the railroad company must, at that particular time have been engaged in interstate commerce, or the hauling of freight or passengers from state to state, and there must have been some evidence of negligence to take it from the jury. In the administration of that law, the supreme court of the United States, recognizing the purpose for which the law was passed by congress, was very liberal in the construction of that act, and by its decisions embraced within its terms men engaged in most every kind of railroad-work, performing any kind of work that would contribute either directly or indirectly in transportation from state to state. But then came along the compensation law. The very liberality in interpreting the act of 1908 was a hindrance to the administration of workmen's compensation, because in such matters that are subject to federal control congress alone can regulate them and pass laws concerning them; and when once the congress has entered the field, when it is ready to enter the field, it does it to the exclusion of the state legislatures; and early in our administration we were compelled to carry what we called a postponed calendar, and we put hundreds of cases of this kind on the postponed calendar until the supreme court of the United States should have determined this question once for all. There were two theories, one headed by a case in New York, and one by a case in California. The New York case held the act of 1908 did not absolutely exclude the workmen's-compensation act, while the California courts held it did. It went to the supreme court of the United States, and there it was decided once for all that we had no jurisdiction when we found that the employer and employe were engaged in interstate commerce. In my mind, that has created a very unfair distinction, and puts the railroad men in a very disadvantageous position. Unfortunately, among the railroad men there is some difference of opinion; one group of railroad men believing that congress was perhaps sustained in giving the employe the right to elect to proceed under the federal law or the compensation act of his state; while there is another smaller group who think they better take a gambler's chance under the federal liability act. This is very unfortunate. A railroad man may live beside a worker in an industrial plant, and both be injured in the course of their employment and both go to the state tribunal, and the industrial worker gets compensation, and his family the benefits thereof, and the family of the railroad man has to meet with the decision that at the time he was working there might have been a package in that train consigned to some other state; and inasmuch as it was a car of a railroad whose lines extend from state to state, that man is engaged in interstate commerce, and can not recover, and the man must suffer his injuries without compensation.

In passing, I want to say that I believe that one of the most important duties to-day that congress can address itself to at the present time is to solve this question of conflict in jurisdiction, and give to the railroad man proper facilities and cause of action before the workmen's compensation board of his state. We have always resolved that question in favor of the injured man. We early took the ground that interstate commerce for a defense must be offered by the railroad company and proved. We still adhere to that doctrine, although there may be some discrepancies now; and though in a recent decision in the Polk case the supreme court has said quite to the contrary, I think not. Our supreme court of Pennsylvania in a recent decision handed down the first of July, said, "Were it not for the Polk case, we would sustain the compensation board; but inasmuch as it is sustained, we will send it back to the compensation board to wrestle with the burden of the proof." That particular case has not as yet been entered for hearing, and we therefore have not wrestled with it; but when we do, we will adopt this proposition as to the burden proof, that where the record clearly discloses the fact that the defendant is engaged in interstate commerce, and that the duties of the injured man are indiscriminately divided between interstate commerce and intrastate commerce, then we will be controlled by the Polk case, and say that the burden is upon the claimant to show that at that particular time he had taken himself out of the class; but when there is no proof to show evidence of indiscriminate work in interstate and intrastate commerce, we will still adhere to the first doctrine that the burden is upon him who asserts that defense, because, I take it, that the law of evidence as a scientific proposition proceeds along the line of common sense; the law of evidence in every instance places the burden upon the one calculated to have the best information and the best knowledge upon the subject at any particular time; and the railroad company, with its records, its history of the movements of trains, its records of freight and passenger consignments in that particular train, is always in the best position to prove that particular defense; and, with all due respect to the supreme court of the United States, they can't hang us for making an error, and I would rather make an error on the side of humanity than on the side of what I consider the scientific handling of the question. (Applause.)

When I came to write a paper on this subject I had in mind just what I said about the referees, and I dedicated what is eventually intended to be really a book on the subject, and I said, "This is written in appreciation of the responsible duties of the compensation referees of Pennsylvania, and also in recognition of the great success and satisfaction that have followed their efforts. It is my hope that this paper may be of some assistance to them in the determination of many important questions." In order that the railroad men may receive the benefits from our records of any conclusions reached in this department, I shall cause it to be printed and given to our attorneys and referees; and I am sure that, under the guidance of Dean Connelley, and with a due appreciation of the responsibilities, and whether or not I was up or down the line, the suggestions this paper makes from time to time will be followed.

Now, in conclusion, I want to say that this compensation subject is a wonderful theme. You can go with it before the humane societies, and speak of its humanity; you can go before the lawyers, and you can speak of its law; you can go before the doctors, and you can speak of the doctors' problems, and they are many, but the most important one is where they get their fees and how to divide up between themselves and the hospitals, and the true rule in that respect is that he who gets it first keeps it (laughter); and then you can take it up with interest before people who are giving their lives to activities of this sort, and with men who touch elbows and women who touch elbows with their fellow-men, whose hearts are attuned to the humanities of service; and at the conclusion of a consideration of any aspect of this law, I am sure you all will agree with me that it presents the greatest field for human action, because, after all, man's service to man is the holiest work of life. (Applause.)

Commissioner CONNELLEY. Is it any wonder, ladies and gentlemen, that opinions written by a man like Mr. Mackey, in his wisdom and his efforts, that the courts wouldn't want them? I wish that I had the time and wasn't too modest to tell of some of the cases that he has decided in the face of the law, in the way in which he interpreted it as against the law from the other side, but finally won the cases, that I could cite. I have been in his hearings when he has made these decisions and when he has told the medical fraternity and his own fraternity, that of the law, that they are making mistakes; and failing everything else, he has taken the man that is trying to take from the wage of the man that was injured or killed, rather the man that was killed, he tells them; and we have some in this country who try to usurp the money which is rightfully theirs, and he tells them what to do.

We have on the board a gentleman who for a number of years has done much in the guidance of the affairs of the board, and was largely instrumental in the inception of this compensation law. When we get into a real tight place, especially in the office of the commissioner, about any manipulation, and when we have to make any decisions, we seek either Mr. Mackey or Professor Bohlen. I have pleasure, indeed, in presenting to you Professor Bohlen, of the department of compensation, and also of the University of Pennsylvania law school, who will speak to us for a few minutes on the compensation law. (Applause.)

COMPENSATION LEGISLATION.

Francis H. Bohlen.

It is, indeed, a pleasure to address this audience, interested in the workings of our board under the Pennsylvania workmen's-compensation law in this hall, which has to me many and varied memories. For four years, during two sessions of the legislature, I sat in those seats waiting anxiously to learn the fate of two bills, both of which passed in this house; the first of which was defeated in the senate, and the second of which is now the law which is in force in Pennsylvania, with certain very immaterial amendments. I was very much interested in Mr. Lee's speech, and I was pleased to find that some of the changes in workmen's compensation laws which he regards, and justly so, as progressive were embodied in our law in its inception,

In some of the features of our law, one in particular, which, I think, together with one or two of our sister states, stands as a model which other states may justly follow. Our act—I haven't the figures as to the number or percentage of persons employed and those who are within the operation of our act—but I do know that, with the exception of one or two, New Jersey notably, it is as wide or wider in its coverage than the law of any other state. We make no distinction between hazardous and non-hazardous industries; we do not regard the liability to pay compensation as sort of penalty to be imposed upon employers who carry on a business which is commonly known as ultra-hazardous. It has always seemed to me that it is a matter, let us call it, perhaps, an abused term. Social justice and the duty of the industry demand that its care for the human tool is as great as the owner of that industry is bound to give to the caring for, repairing and replacing of the inanimate tools he uses. It must, therefore, be, it is immaterial, whether a particular industry is, in general, hazardous; if there is an accident, to that extent it is proved that it is hazardous, and for that extent it should be made to pay, as it is made to pay with us.

In addition to the one prime essential, one of the ideal requirements of a compensation act is that it should prevent, as far as may be, litigation, and, therefore, that it should not introduce definitions in its limitations or in its provisions. Nothing has proved more conducive to litigation than an effort to define what constitutes hazardous employment, except, perhaps, that one phrase, which, it is true, was contained in the definition in the English act, from which most of our acts are copied, arising out of employment. I am happy to say that our act does not include this particular definition of compensable injuries. Ohio also eliminates that phrase. The result has been that, in a very large field, litigation has not diminished to any extent by decisions; and, curiously enough, is really extended by the decisions which the definition of that uncertain phrase creates. It was likely thought that that phrase was the phrase par excellence of the English act, and in all those jurisdictions they have copied that language. At first it was thought that the employers, as a class, would reject the idea of paying for accidents, or would be likely to carry independent insurance in the nature of their industries. We have found no such criticism.

Again, Mr. Lee has said that in his view the ideal method of administration was by a commission whose duties concerned exclusively the administration of the workmen's act and the consideration and decision of the questions arising thereunder; and he contrasted that method of administration with that in vogue in Pennsylvania jurisdictions, in which apparently widely different questions, mediation of labor disputes and the like, are all placed in the hands of one single tribunal. I believe I hit upon the idea myself of the board devoting its whole time to the judicial interpretation and administration of the act, of securing to the employe every benefit which the law affords or gives, which, at the same time, protects the employer, by seeing to it that nothing is given through mere sympathy, but that they are required to pay only what the law prescribes that they shall pay in each given case; but that there should be a link with these other activities, through the placing of that board and the bureau over which

it presides in the same department and under the same head as these other activities, which are also essential to the regulation, controlling, improving and caring for labor and capital in their relationship of employe and employer. We have been instrumental also in avoiding that constant reorganization which has so unfortunately been the lot of many of the boards and societies of our sister states. We have to-day the same law which was passed over five years ago. The amendments are amendments which do not go to the root of the fundamental ideas involved in the substantial part of the act. There are changes in the schedules; there are some improvements to meet situations which could not be anticipated, which could not be anticipated, by the drafters of this act, and, indeed, were not anticipated by the drafters; neither could there have been some rewriting of the code of procedure, a re-writing only in the sense of a re-arrangement, making small changes, some little clarification of language; but the idea, the method by which the workmen's compensation act is administered to-day is that under which it went into force in 1916. We have still the same secretary, and he is not only the friend of employer and employe, but the aid and counselor of the various litigants who appear before the board. It is, indeed, a tribute, and great satisfaction has been felt that we are getting the administration that we have after five years of continued administration, and which promises to ripen into a condition of permanency. I can not believe that constant tinkering makes for anything. Where the public is satisfied, and where everything is working satisfactorily, it is far better to do as we have done in this state.

I do not think that I can add anything to the eloquent remarks from both north and south of the Mason and Dixon line. I do not think that we in Pennsylvania need be ashamed of our citizens or the quality of their oratory after to-night. I have heard Mr. Mackey many times, and I regard him as being not merely an excellent administrator and sound lawyer, and one of the best compensation commissioners, but I should be inclined to think of him only in connection with William J. Bryan, except that he has something to say, and not merely a method of saying it.

Gentlemen, I thank you for listening to this rambling talk of mine, which comes as such a contrast to the brilliant efforts you have heard; and I hope that five years from now we may still find that the public in Pennsylvania is satisfied with the operation of workmen's compensation, and that we shall, as we have been, be in the foremost in the real improvement and real progressive development of the compensation idea in legislation.

I thank you. (Applause.)

Commissioner CONNELLEY. I am sure that we have been very well paid. Each time I hear these gentlemen speak of compensation I am more and more glad that I am living in this age.

This, ladies and gentlemen, after the announcement which I hold in my hand, concludes our conference of this year. We have tried to do the best we could. The conditions of the country are such that no man knows just exactly what to do, and I am hoping that before a great while we will have the railroad situation clarified, that we will have the conditions adjusted at Washington, that the taxation

of the manufacturers and the income-tax of the people of this country, and that the bankers will cease to ask the men with money to buy non-taxable bonds, the same as those that Belgium and France, however badly they need the money; but after all, charity begins at home, and I hope that this great country of ours will remain as it is to-day, the greatest money-market in the world, I trust that the men who have the power to manipulate that will see to it that we will be better off if we begin at home.

A Hallowe'en party at the Women's Club, at Front and Chestnut streets, is now in progress, and this audience is invited, those who care to go. The Women's Club of Harrisburg has done much really in entertaining our women guests, as well as those of the men. They made it possible to have two reception in the department of labor, the real worker of the department, that is, the female end of it, they made it possible to entertain our delegates and guests during this week; and I can not say too much in praise of their efforts. Tonight they have wanted us to come, those who care to go down, just for a few minutes, and see what the will-o'-wisp and hallowe'en is bringing forth to the people down on the river front.

The meeting stands adjourned.

INDUSTRIAL RELATIONS CONFERENCE

REGISTRATION

October 24, 1921

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| Mateer, E. G..... | The Bell Telephone Co. of Penna., Harrisburg. |
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| Willson, Dr. Frederick..... | Willson Goggles Co., Reading, Pa. |
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INDUSTRIAL RELATION CONFERENCE REGISTRATION.

October 25, 1921.

| | |
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| Green, Harry..... | London Guarantee & Accident Co., 128½ St. Cloud
St., Allentown, Pa. |
| Greenhalgh, Edw..... | Inspector, Dept. Labor & Industry, 120 E. Hunt-
ingdon St., Philadelphia, Pa. |
| Gump, Harold J..... | S. S. White Dental Mfg. Co., 211 S. 12th St., Phila-
delphia, Pa. |
| Haering, Raymond..... | Dept. of Rehabilitation, Dept. L. & I., Pgh., Pa. |
| Headly, A. W..... | Dept., Pittsburgh, Pa. |
| Hess, F. A..... | Bureau of Rehabilitation, Dubois, Pa. |
| Hastings, L. E..... | J. G. Brill Co., Philadelphia, Pa. |
| Henno, C. F..... | I. C. S. Scranton, Pa. |
| Henderson, P. E..... | Member of Legislature, Labor & Industry Comm.,
1027 N. Front St., Rd. |
| Hench, Katherine..... | Dept. Marysville, Pa. |
| Hemphill, James..... | Carnegie Steel Co., Pgh., Pa. Duquesne, Pa. |
| Heltzel, G. W..... | Inspector, Dept. L. & I. Bedford, Pa. |
| Heeseman, W. L..... | Travelers Ins. Co., 1927 Perkiomen Ave., Reading,
Pa. |
| Heckman, H. O..... | Bethlehem Steel Co., Steelton, Pa. Highspire. |
| Hartman, Saida L..... | Y. W. C. A., 4th & Walnut Sts., Harrisburg, Pa. |
| Hannun, W. H..... | Dept. Altoona, Pa. |
| Harrison, M..... | Hammermill Paper Co. Director Industrial Relation. |
| Hart, Walter J..... | Jones & Laughlin Steel Co., Pittsburgh, Pa. |
| Honan, Harry W..... | Inspector Dept. L. & I., Chester, Pa. |
| Hoover, H. M..... | Armstrong Cork Co., Lancaster, Pa. |
| Hogg, Wm..... | National Tube Co., 426 Frick Bldg., Pittsburgh, Pa. |
| Hodgson, W. J..... | Dept. Labor & Industry, 2840 W. Liberty Ave., Dor-
mont, Pa. |
| Hickey, David..... | United Mine Workers, 907—1st National Bank
Bldg. Pittsburgh, Pa. |
| Herr, H. N..... | Hershey Chocolate Co., Hershey, Pa. |
| Jones, Ethel M..... | Dept. 1826 Chestnut St., Hbg., Pa. |
| Jackman, Jos. E..... | National Tube Co., Penna. Workers, 2222 2nd Ave.,
Pittsburgh, Pa. |
| Janes, George Milton..... | Washington & Jefferson Co. Washington, Pa. |
| Jeffries, W. W..... | Bethlehem Steel Co., Steelton, Pa., 1600 Green St.,
Harrisburg, Pa. |
| Jenkins, T. J..... | Lehigh Coal Navigation Co., Lansford, Pa. |
| Jonson, H..... | Maryland Casualty Co., Baltimore, Md. |
| Johnson, Harry L..... | Inspector, Dept. Labor & Industry, Laceyville, Pa. |

| <i>Name.</i> | <i>Representing.</i> |
|-----------------------------|--|
| Keir, J. S..... | Carnegie Inst. Technology. |
| Kepner, Ira V..... | Penna. Suit Mfg. Co., Widener Bldg., Phila. Pa. |
| Kane, John Kent..... | U. S. Fidelity & Guarantor Co. of Baltimore, Md.,
Philadelphia Pa. |
| Keller, M. E. R. Mrs..... | Dept. Labor & Industry, 1505 N. 54th St., Phila-
delphia, Pa. |
| Kelley, Geo. H..... | Dept. Labor & Industry, 1633 S. Broad St., Phila-
delphia, Pa. |
| Kenehan, C. J..... | P. R. R., 1120 Federal St., New Castle Pa. |
| King, Clarence S..... | Atlantic Coast Ship Assn., 1701 Walnut St., Phila-
delphia, Pa. |
| Klase, H. E. Dr..... | Medical Examiner, P. & R., 1706 Market St., Harris-
burg Pa. |
| Kirkpatrick, E. A..... | Consolidated Expanded Metal Co., Pgh., Pa., Phila-
delphia, Pa. |
| Kissinger, F. H..... | P. & R. R. R., 104 Douglas St., Reading Pa. |
| Knapp, W. J..... | Boiler Inspector for Stabi, Bellville, Pa. |
| Knisely, D. F..... | Penna. R. R. Co., 1904-10th Ave., Altoona, Pa. |
| Kohl, Alfred..... | Inspector, Dept. Labor & Industry, 226 W. Erie
Ave., Philadelphia, Pa. |
| Kopp, Christopher..... | Dept. Labor & Industry, Inspector, 1209 Spring
Garden Ave., N. S. Pittsburgh, Pa. |
| Kreglow, W. M..... | New Jersey Zinc Co. Palmerton, Pa. |
| Kunze, E. J..... | Penna. State College Prof. Industrial Engineering,
State College, Pa. |
| Lauder, Estella A..... | Consumer's League of Eastern Penna. 818 Otis
Bldg., Philadelphia, Pa. |
| Lubin, I..... | University of Mich. |
| Landis, Edna..... | Dept. Labor & Industry, 312 Herr St., Hbg., Pa. |
| Lauton, H. C. Dr..... | Camp Hill, Pa. |
| Laughton, R. W..... | London Guarantee & Accident Co. Philadelphia, Pa. |
| Lehamn, J. L..... | Mine Safety Appliance Co., 2400 Broad St., Phila-
delphia, Pa. |
| Lewis, Asa E..... | Referee Dept. Labor & Industry, 607 Coal Exchange
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| Lewis, J. W..... | Industrial Board 617 Perry Bldg., Phila., Pa. |
| Liggit, R. C..... | Inspector, 123 E. Cottage Place York, Pa. Dept. |
| Lilley, Percy..... | Dept. Labor & Industry, 1445 Berryhill St., Harris-
burg, Pa. |
| Lilly, Geo..... | P. R. R., 2024 Pierce St., Altoona, Pa. |
| Lippincott, H. M..... | Dept. Labor & Industry, Harrisburg, Pa. |
| Longnecker, C. J..... | Foreman Boilermaker, 664 Monroe Ave., Elizabeth,
N. J. |
| Lott, E. W..... | Dept. Springville, Pa. |
| Lutz, F. M..... | Penna. State College, State College, Pa. |
| Mison, J. R. Mrs..... | P. R. R. Broad Street Station, Phila., Pa. |
| Miller, N. C..... | Penna. State College, State College, Pa. |
| Mohler, Wm. H..... | Labor & Industry, 1037 Shackamaxon St., Phila-
delphia, Pa. |
| Moulton, H. G. Prof..... | University of Chicago, Ill. |
| Martin, J. Willis, Mrs..... | Dept. of Welfare Penna., Chestnut Hill, Pa. |
| McGrath, P. J..... | Street Car Organization, Labor Temple, Pgh., Pa. |
| Maguire, Wm. J..... | 1813 Park Ave., Harrisburg, Pa. Dept. |
| Maloney, J. J..... | State Inspector, 15 5th St., Aspinwall, Pa. |
| Marshall, W. F..... | Troy Ins. Co., 415 Walnut St. Phila., Pa. |
| Mason, J. Leonard..... | Sun Shipbuilding Co., Chester, Pa. |
| Melick, W. M..... | Compensation Bureau Dept. Labor & Industry, 5
S. Front St., Harrisburg, Pa. |
| Miller, Edward C..... | 1818 7th Ave., Altoona, Pa. |
| Miller, Rhoda..... | Dept. Labor & Industry, 426 S. 17th St. Harris-
burg, Pa. |
| Mink, E. E..... | Burnham Board Health, Burnham, Pa. |
| Molloy, Jno. J..... | Mutual Boiler Mfg. Co., 31 Milk St., Boston, Mass. |
| Moore, F. A..... | Dept. Labor & Industry, Pottsville, Pa. |
| Morrow, E. B..... | Hercules Powder Co. Wilmington, Del. |
| Morton, Pauline..... | Y. W. C. A., Lancaster, Pa. |
| Murphy, Joseph..... | Inspector for State, 5800 Hobart St., Pgh., Pa. |
| Myers, C. O..... | National Boiler Inc., Columbus, Ohio. |
| Myers, H. C..... | P. R. R. 198 S. 2nd St., Steelton, Pa. |
| McCampbell, E. T..... | Inspector, Dept. Labor & Industry, 1028 S. 58th
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| <i>Name.</i> | <i>Representing.</i> |
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| McCann, James..... | Dept. Labor & Industry, 132 Erie St., Johnstown, Pa. |
| McClure, J. Q..... | American Steel & Wire Co., Pittsburgh, Pa. |
| McClusky, James..... | Dept. Labor & Industry, 196 Addison St., Washington Pa. |
| McCoy, A. W..... | Inspector, Dept. Labor & Industry, Meadville, Pa. |
| McCure, Mc. D..... | Pgh. Plate Glass Co., Pittsburgh, Pa. |
| McKelvey, E. H..... | P. R. R. Co., 1918 State St., Harrisburg, Pa. |
| McMann, J. R..... | Norwich Wire Wks., Norwich N. Y. |
| McNelis, Catherine..... | 28 N. George St., York, Pa. |
| McNutt, Wm. H..... | McNutt Non-Explosive Cans, 83 Chambers St., N. Y. |
| Newkirk, Walter M. Mrs..... | Civic Club of Phila., Radnor, Pa. |
| Nauman, John A. Mrs..... | State Dept. Public Welfare, Lancaster, Pa. |
| Norris, J. J..... | 1519 Arch St., Phila. Pa. |
| Norton, James..... | Dept. Labor, 203 Grandview Ave., Pittsburgh, Pa. |
| Nutting, Harry Mrs..... | Women's Club of Lebanon, Lebanon, Pa. |
| O'Keefe, L..... | Int. Molder's Union, P. O. Box 699. |
| Cartel, John..... | Carnegie Steel Co., 1027 Carnegie Bldg., Pittsburgh, Pa. |
| O'Donnell, John J..... | Dept. Inspector 448 Grant St., Allentown, Pa. |
| Orris, Eugene..... | Bethlehem Steel Co., 268 2nd St., Highspire, Pa. |
| Pryor, W. L..... | 1508 Briggs St., Hbg., Pa. Penna. R. R. Co. |
| Pyott, Henry H. Jr..... | P. & R. Reading, Pa. |
| Powers, F..... | P. R. R. Boiler Inspector, Rahway, N. J. |
| Pollner, Milton..... | Victor Rubber Co., Springfield Ohio 1991 Broadway, N. Y. C. |
| Peters, Robert..... | Bureau of Employment, Hbg., Pa. |
| Pearson, Robt. H..... | Globe Indemnity Co., Newark, N. J., Highlands, N. J. |
| Peace, Ashton D..... | Central Iron & Steel Co., Harrisburg Pa. 311 Paxtang Ave., Paxtang, Pa. |
| Payne, Ray..... | Bethlehem Steel Co., Steelton, Pa. 2545 S. 3rd St., Steelton, Pa. |
| Paul, R. C..... | State Workmen's Ins. Fund, 206 Walnut St. Harrisburg Pa. |
| Parson, W. J..... | 612 Chestnut St., Philadelphia, Pa. |
| Parlet, E. M. Dr..... | Pittsburgh Limestone, Johnson Bldg., New Castle, Pa. |
| Patterson, Francis D..... | Harrisburg, Pa. |
| Quinn, J. P..... | Ex. Supervising Inspector, York, Pa. |
| Reily, John W. Mrs..... | Y. W. C. A. Ft. Hunter, Harrisburg, Pa. |
| Rudolph, George R..... | Labor & Industry, 1907 Morrel St., N. S. Pgh., Pa. |
| Ruch, T. M..... | State Representative, Hellertown, Pa. |
| Raubon, | Fidelity & Casualty Co., of N. Y., New York. |
| Rouey, Edna M. Mrs..... | Dept. Labor & Industry, 109 Catherine St., Philadelphia, Pa. |
| Rogers, A. Mrs..... | Inspector, Dept. Labor & Industry, 120 Walnut St. |
| Rinn, E. A..... | Member of Legislature, Bethlehem, R. D. No. 3. |
| Richardson, S. E..... | Dept. Labor, Pittsburgh, Pa. |
| Richards, W. B..... | W. Pittston Pa., Inspector, Dept. of Labor, 326 Spring St. |
| Repp, William..... | 404 S. Main St., Old Forge, Pa. |
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| Quinn, Thos..... | Inspector. L. & I., 306 Camp Ave., Braddock, Pa. |
| Quinn, Jos. F..... | Johnson Service Co., Soo Line Rwy. 742 National Ave., Milwaukee. |
| Quigley, Thos. H..... | Dept. Labor & Industry, Centralia, Pa. |
| Shannon, W. R..... | Lackawaxen, Pa. Pike Co. |
| Sill Ruth..... | Phila. Trade School for Girls, 13th & Spruce Sts. |
| Sterling, J. M..... | Dept. Labor & Industry, Latrobe, Pa. |
| Saylor, L. A..... | Dept. Lebanon, Pa. |
| Scott, Joseph F..... | Dept. of Labor, N. J., Trenton, N. J. |
| Scholt, R. Z..... | State, 589 Guilford Lebanon, Pa. |
| Sellers, Helen T..... | Dept. Williamsport, Pa. |
| Semple, Samuel Mrs..... | Industrial Board, Titusville, Pa. |
| Sener, Sara Mrs..... | Dept. Labor & Industry, 328 Chestnut St., Harrisburg. |

*Name.**Representing.*

| | |
|--------------------------|--|
| Shaw, John S..... | Hercules Powder Co., Wilmington, Del. |
| Sheppard, Henry L..... | 440 N. 10th St., Lebanon, Pa. Lebanon Boiler works. |
| Shortz, W. G..... | Rehabilitation Bureau, Wilkes-Barre, Pa. |
| Shultz, H. R..... | Dept. Labor & Industry, 1509 Allegheny Ave., Pittsburgh, Pa. |
| Sleven, F. D..... | Royal Indemnity Co., 300 Walnut St. Phila., Pa. |
| Smith, E. R..... | Dept. Labor & Industry, E. Pittsburgh, Pa. |
| Smith, G. Scott..... | Compensation Referee, Kane, Pa. |
| Smith, Mary | Dept. Labor & Industry, 133 N. Summit St., Harrisburg, Pa. |
| Smith, Walter M..... | Inspector, Dept. L. & I., New Cumberland, Pa. |
| Shannon, W. R..... | Lackawaxen, Pa., Pike Co. |
| Sill, Ruth..... | Phila. Trade School for Girls, 13th & Spruce Sts., Phila., Pa. |
| Sterling, J. M..... | Dept. Labor & Industry, Latrobe, Pa. |
| Snyder A. B..... | Tuscarora Oil Co., Duncannon, Pa. |
| Souder Harrison Mrs..... | Cornwall Ore Bank Co., Cornwall Lebanon Co. |
| Spahr, Elmer..... | Penn. State Conference Bricklayers, Mason & Plasterers, 412 W. Princess St., York, Pa. |
| Spitler, C. A..... | Miller Bros. Inc. 569 Guilford St., Lebanon, Pa. |
| Spotts, C. H..... | B. & T. Safety First Com. 2125 Atlas St., Harrisburg, Pa. |
| Sprankle, J. K..... | Legislative Board, Sec'y. Order Rwy. Conductors, Tyrone, Pa. |
| Stahl, Harry F..... | Was connected with P. R. R. C., 331 Penn St., Sunbury, Pa. |
| Stambaugh, C. J..... | Standard Steel Wks. Co., Reedsville, Mifflin Co. Pa. |
| Stark, O. D..... | Member of Legislature, Tunkhannock, Pa. |
| Stitt, Ella M..... | Y. W. C. A. 4th & Walnut Sts., Hbg., Pa. |
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| Swartz Nelle Miss | Bureau of Women In Industry, State Industrial Comm. New York City. |
| Rusenow, F. L..... | Protector Safety Appliance Co., 50 Columbia St., Newark, N. J. |
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| Taylor, H. E..... | Inspector, Dept. Labor & Industry, Scranton, Pa. |
| Taylor, Harry M..... | Dept. Labor & Industry, Salona, Pa. |
| Thomas, D. C..... | Loraine Steel Co., Johnstown, Pa. |
| Thomas, John Ira..... | Mine Inspector, Johnstown, Pa. |
| Thompson, L. R. Dr..... | U. S. Public Health Service, 1813-24th St., Washington, D. C. |
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| Toomey, Thomas..... | State Workmen's Ins. Fund, 206 Walnut St., Harrisburg, Pa. |
| Townsend, G. W..... | National Tube Co., McKeesport, Pa. |
| Trosel, John B..... | Carnegie Steel Co., Pgh. Pa. |
| Watson, B. M..... | Public Ed. & Child Labor Addn., 1720 Chestnut St., Philadelpia, Pa. |
| Woodruff, Ruth J..... | Jn. Employment Service, 17th & Pine Sts., Phila., Pa. |
| Walzl, Herman..... | Dept. 702 East End Ave., Lancaster, Pa. |
| Wakefield, P. E..... | Carnegie Steel Co. Duquesne, Pa. |
| Wakely, J. B..... | Dept. L. & I., Meadville, Pa. |
| Wales, Robert..... | Ocean Acc. & Guar. Corp., 20 W. 121st St., N. Y. |
| Walker, C. F..... | Jones & Laughlin Steel Co., Woodlawn, Pa. |
| Walmer, W. L..... | Clinical Medicine, 112 N. 13th St., Hbg. Pa. |
| Walters, W. Frank..... | Dept. Inspector, 239 W. Louthier St., Carlisle, Pa. |
| Walzer, Fred..... | Inspector, Dept. L. & I., Narberth, Pa. |
| Weaver, D. E..... | Inspector L. & I., 41 Claus Ave., Mt. Oliver Sta., Pgh., Pa. |
| Weinbeck, Moses..... | Dept. L. & I., 2325 Bryn Mawr Ave., Phila., Pa. |
| Weinbeck, Simon..... | Inspector, Dept. L. & I., 1329 N. Park Ave., Phila., Pa. |
| White, H. V..... | Bloomsburg, Pa. |
| Williams, F. A..... | Globe Indemnity Co., 901 Mulberry St., Sunbury, Pa. |

| <i>Name.</i> | <i>Representing.</i> |
|--------------------------|--|
| Yocum, Frank..... | U. S. F. & G. Co., Baltimore, 311 S. 60th St., Phila., Pa. |
| Vollmer, Frank..... | P. R. R., 921 Magnolia Ave., Elmira, N. Y. |
| Young, Wm..... | Globe Indemnity Co., 5779 Hunter St., Phila., Pa. |
| Young, Wm..... | Dept., 4th & Walnut Sts., Philadelphia, Pa. |
| Youngman, Emma P..... | Pub. Service Comm., 202 Locust St., Hbg., Pa. |
| Zerr, S. N..... | Fidelity & Casualty Co., 243 Reed St., Reading, Pa. |
| Zinsser, H. F. M. D..... | McConway & Torley Co., 5134 Butler St., Pittsburgh, Pa., |

INDUSTRIAL RELATION CONFERENCE REGISTRATION.

October 26, 1921.

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|---------------------------|--|
| Alleman, H. M. M. D..... | Long Furniture Co., Hanover, Pa. |
| Abel, W. Arthur..... | Armstrong Cork Co., Lancaster, Pa. |
| Alcorn, Wm. N..... | Dept. Labor & Industry, Philadelphia, Pa. |
| Aikens, Charles T..... | Susquehanna University, Selinsgrove, Pa. |
| Ashburn, G. C..... | Safety First Supply Co., Johnstown, Pa. |
| Baker, Frances C..... | Dept. Labor & Industry, 1121 N. Second St., Harrisburg, Pa. |
| Burnett, L. H..... | Carnegie Steel Co., Carnegie Building, Pittsburgh, Pa. |
| Black, Charles C..... | Dept. Labor & Industry, 2344 Reed St., Philadelphia, Pa. |
| Boudman, Warren E..... | Bethlehem Steel Co., 224 South Front St., Steelton, Pa. |
| Burns, Jacob..... | Read Mfg. Co., Glen Rock, Pa. |
| Cook, E. D..... | Bethlehem Steel Co., 1108 Capitol St., Harrisburg, Pa. |
| Coleman, James..... | Bethlehem Steel Co., 642 N. Front St., Steelton, Pa. |
| Crumling, Robert T..... | Bethlehem Steel Co., 6 Jury St., Highspire, Pa. |
| Crayton, Edward..... | 2248 Jefferson St., Steelton, Pa. |
| Diamond, Herbert..... | New York University, 62 N. Columbus Ave., Mt. Vernon, N. Y. |
| Dunn, C. A..... | Carnegie Coal Co., Oliver Bldg., Pittsburgh, Pa. |
| Elam, F. H..... | American Steel Foundries, 332 S. Nich Ave., Chicago. |
| Echternach, Harry..... | Dept. Labor & Industry, 418 Hummel St., Harrisburg, Pa. |
| Eddy, H. A..... | Industrial Relations Assoc. of America, 226 Columbia Ave., Philadelphia, Pa. |
| Eucksen, E. A..... | Aetna Life, 539 Court St., Reading, Pa. |
| Forney, Wm..... | Spokane, Wash. |
| Fleming, Alfred T..... | Conserv. Dept. New York City. |
| Friedmann, Ernestine..... | Bryn Mawr Summer School, Bryn Mawr, Pa. |
| Folker, J. L..... | New Era Printing Co., 111 S. Marshall St., Lancaster, Pa. |
| Greenwood, Walter B..... | Phila. Power Plant Eng. School, 1549 Pratt St., Philadelphia, Pa. |
| George, H. W. M. D..... | Middletown, Pa. |
| Gilliland, Ada G..... | 2212 Penn St., Harrisburg, Pa. |
| Garman, Victor..... | 25 N. 5th St., Lebanon, Pa. |
| Gardner, Jno..... | Bethlehem Steel Co., 30 N. 2nd St., Hbg., Pa. |
| Cochran, W. P..... | Westinghouse, Philadelphia, Pa. |
| Gerhart, Raymond S..... | Bethlehem Steel Co., Hershey, Pa. |
| Gilligan, L. C..... | Franklin Sugar Co., Reed St., Philadelphia, Pa. |
| Gross, B..... | A. D. Photo Scope Co., Philadelphia, Pa. |
| Dr. Hamerschlag..... | Carnegie Institute of Technology, Pgh, Pa. |

| <i>Name.</i> | <i>Representing.</i> |
|---------------------------|--|
| Hawes, George Edward..... | Market Square Presbyterian Church, Harrisburg, Pa. |
| Hartman, Celia..... | Dept. Labor & Industry, 48 Lincoln St., Steelton, Pa. |
| Hazlett, H. H. M. D..... | H. C. Frick Coke Co., Vanderbilt, Pa. |
| Hiteschue, M. C..... | Reed Machinery Co., Glen Rock, Pa. |
| Hickey, Rev. Jos. A..... | Villa Nova College, Villanova, Pa. |
| Hallock, John W..... | University of Pittsburgh, Pa. |
| Horace, Hill Jr..... | 3144 Passyunk Ave., Philadelphia, Pa. |
| Huckenstein, A. P..... | Dept. Labor & Industry, Pittsburgh, Pa. |
| Jesber, J. W..... | Aberfoyle Mfg. Co., Chester, Pa. |
| Johnson, Leo M..... | P. R. R. 1927 Fairmount Ave., Philadelphia, Pa. |
| Jarrard W. E..... | American Car & Foundry, Berwick, Pa. |
| King, S. W. M. D..... | American Steel & Tin Plate Co., Pittsburgh, Pa. |
| Krick, G. W..... | Dept. Labor & Industry, St. Davids, Pa. |
| Keller, C. F..... | Lehigh & Wilkes-Barre Coal Co., Wilkes-Barre, Pa. |
| Kramer, Chas. F..... | Fire Chief Bethlehem Steel Co., Steelton, Pa. |
| Logan, H. E..... | 1002 Frick Bldg., Pittsburgh, Pa. |
| Lewis, Louise..... | Lighthouse Community Club, 146 W. Lehigh Ave., Philadelphia, Pa. |
| Lyter, Lillian..... | Dept. Labor & Industry, Oberlin, Pa. |
| Leiserson, William..... | Board of Arbitration Men's & Boys' Clothing Ind. 112 E. 19th St., New York City. |
| Lewisohn, Samuel A..... | Adolph Lewisohn & Sons, New York City. |
| Lister, Hannah..... | Essex Rubber Co., 202 E. Hanover St., Trenton, N. J. |
| Loughran J. H..... | Merchants Shipbuilding Corp. Chester, Pa. |
| Lehner, Edwin..... | Reed Machinery, Glen Rock, Pa. |
| Lyneli, Thos. F..... | Bethlehem Steel Co., 311 S. 4th St., Steelton, Pa. |
| Mudd, John P..... | Midvale Steel Co., Philadelphia, Pa. |
| Mailey, W. M..... | Harrisburg Light & Power Co., 909 Penn St., Harrisburg, Pa. |
| Moss, Margaret..... | Dept. Public Welfare, Box 824, Harrisburg, Pa. |
| Murray, M. S..... | Curtisville, Pa. |
| McKenzie, Wm..... | John F. Lewis & Bro. Co., 2545 Aramingo Ave., Philadelphia, Pa. |
| Mayer, Ed. E. Dr..... | Chamber of Commerce, Pittsburgh, Pa. |
| Mackley, D. G..... | Weaver Piano Co., Inc. 229 Carlott Ave., York, Pa. |
| Morgan Earle E..... | Curtis Pub. Co., Philadelphia, Pa. |
| Miller, P. M..... | Enola, Pa. |
| Mallery, Otis T..... | Dept. Labor & Industry, Harrisburg, Pa. |
| Morrisy, A. A..... | 101 Locust St., Steelton, Pa. |
| Nable, J. J..... | Philadelphia, Pa. |
| Ness, C. W..... | 657 W. Princess St., York, Pa. |
| Northine, F. E..... | Aberfoyle Mfg. Co., Chester, Pa. |
| Orth, G. A..... | American Car & Fdry. Co., 165 Broadway, N. Y. C. |
| Patterson, Francis D..... | Dept. of Labor & Industry, Meals Bldg., Harrisburg, Pa. |
| Peregoy, A. R..... | 1830 Regina St., Harrisburg, Pa. |
| Price, Isaac M..... | 301 Manhattan Bldg., Philadelphia, Pa. |
| Rice Cecil G..... | Pgh. Railways Co., Sixth Ave., Pittsburgh, Pa. |
| Romig, E. B..... | Sears Roebuck & Co., 144 E. Wash Lane, Germantown, Pa. |
| Rodgers, Shermans..... | The Outlook 3505 Broadway, New York City. |
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| Rohlman, Joe J..... | Dept. Labor & Industry, Columbia, Pa. |
| Reay, Thos..... | 702 W. Weber Ave., Dubois, Pa. |

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| Schock, Oliver D..... | Public Service Com. Harrisburg, Pa. |
| Sprenkel, John F..... | York Safe & Lock Co., 160 S. Pine St., York, Pa. |
| Schields, M. J..... | American Red Cross, Washington, D. C. |
| Schweinitz, D..... | Grant Bldg. 17th & Pine St., Philadelphia, Pa. |
| Smith W. V..... | Gire Gun Mfg. Co., 115 4th Ave., N. Y. C. |
| Saylor, Livingston..... | Dept. Labor & Industry, Harrisburg, Pa. |
| Swan, Henry W..... | 149 Broadway, N. Y. |
| Shelly, Frank..... | 149 Royal Terrace, Harrisburg, Pa. |
| Spicer, John..... | Dept. Labor & Industry, Harrisburg, Pa. |
| Sprowls, J. Dr..... | Donora, Pa. |
| Sproul, William Hon..... | Harrisburg, Pa. |
| Schneider, E. R..... | Brackenridge, Pa. |
| Smith, Hilde W..... | Bryn Mawr College, Bryn Mawr, Pa. |
| Thomas, John M..... | Penna. State College, State College, Pa. |
| Taylor, Chas. Dr..... | Irwin, Pa. |
| Thomas, Robert Mrs..... | Mechanicsburg, Pa. |
| Tilford, Robt. W..... | 2532 Lexington St., Steelton Pa. |
| Tracy, Wm. J..... | Manhattan Bldg., Philadelphia, Pa. |
| Tuckel, A. C..... | Brackenridge, Pa. |
| Tyson, Francis Dr..... | University of Pittsburgh, Pittsburgh, Pa. |
| Vincent, F. P..... | 808 Capital St., Harrisburg, Pa. |
| Voll, John A..... | Glass Bottle Blowers Assoc. 1005-8 Colonial Trust
Philadelphia, Pa. |
| Walker, John H..... | Labor & Industry, Marysville, Pa. |
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| Whitman, Alfred F..... | 419 S. 15th St., Philadelphia, Pa. |
| Wait, W. B..... | Franklin Sugar Co., Reed St., Phila., Pa. |
| Zorger C. E..... | Hbg. School Dist. 121 Chestnut St., Harrisburg,
Pa. |
| Zelner, Edward B..... | Aramingo Ave., & Cumberland Sts., Philadelphia,
Pa. |

INDUSTRIAL RELATION CONFERENCE REGISTRATION.

October 27, 1921.

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|-----------------------------|--|
| Aucker, Wm. H..... | 2537 Agate St. |
| Allen, H. Melvin, M. D..... | W. C. Bureau, Reading, Pa. |
| Brotherlin, H. H..... | Holidaysburg, Pa. |
| Becht, H. M..... | Division Illustration, Harrisburg, Pa. |
| Bronson, A. F. M. D..... | Phila. & Reading Ry. Gordon, Pa. |
| Coxe, Caral B. Mrs..... | Atlantic Refining Co. Philadelphia, Pa. |
| Campbell, Chas. M. D..... | P. R. R. Surgeons, Pittsburgh, Pa. |
| Campbell, Frank C..... | Johnson-Baillis S. Co. Millersburg, Pa. |
| McCaffery, Thos..... | Workmen's Compensation Bureau, Phila. |
| Darrah, L. W. M. D..... | National Tube Co. Ellwood City, Pa. |
| Deitz, H. W..... | Home Furniture Co. York, Pa. |
| Erhard, Ernest L..... | Pgh. Steel Foundry, Glassport, Pa. |
| Ewing, Thomas..... | National Tube Co. Frick Bldg. Pittsburgh, Pa. |
| French, W. H..... | Carnegie Steel Co. 1025 Carnegie Bldg., Pgh. Pa. |
| Fenlon, Phil. G..... | Carnegie Steel Co. Duquesne, Pa. |
| Fraser, H. D. M. D..... | Fels & Company, Philadelphia, Pa. |
| Griggs, Fred C..... | 1600 Arch St., Philadelphia, Pa. |
| Gerber, D. W..... | Home Furniture Co. York, Pa. |
| Garbert, A. H..... | Home Furniture Co. York, Pa. |
| Geis, Edward F..... | Workmen's Compensation Bureau, Pittsburgh, Pa. |

| <i>Name.</i> | <i>Representing.</i> |
|------------------------------|--|
| Halt, L. M. M. D..... | Excelsior Coal Co., Enterprise Coal Co. Shamokin. |
| Haveland, James T..... | Lumbermen's Mutual Casualty Co. Philadelphia, Pa. |
| Hazlett, T. L..... | Westinghouse Electric Co. Pittsburgh, Pa. |
| Heebner, Thos. F..... | Philadelphia & Reading Ry. Co. Pottsville, Pa. |
| Hess, W. G. Dr..... | Pa. Water & Power Co. Holtwood, Pa. |
| Houson, Beatrice..... | Atlantic Refining Co., Philadelphia. |
| Ingram, E. H..... | Wm. Cramp & Sons S. & E. B. Co. Phila. |
| Irvin, Geo. K..... | Lukens Steel Co. Coatesville, Pa. |
| Jones, D. W. Dr..... | Standard Oil Co N. J. |
| Jones, Paul R..... | Miller Brothers, Inc. Lebanon, Pa. |
| King, C. F. M. D..... | National Tube Co. McKeesport, Pa. |
| Kerchner, B. L. Dr..... | P. R. R. Dalmatia, Pa. |
| Koons, Walter S..... | Fels & Company, 73rd & Woodland Ave. |
| Lewis, Arthur L..... | Compensation Board, Harrisburg, Pa. |
| Lewis, Howard Benton..... | Legal Bureau Dept. Penfield Bldg. |
| Lewis, James J..... | Utilities Mut. Ins. Co. Phila., Pa. |
| McKrody, J. E..... | Philadelphia Co. Pittsburgh, Pa. |
| McGalt, F. P..... | Water Department, Chambersburg, Pa. |
| Miller, Anna E..... | State Dept. of Health, Harrisburg, Pa. |
| Miller, Katherine A..... | State Dept. of Health, Harrisburg, Pa. |
| Miller, Harry G..... | Home Furniture Co. York, Pa. |
| Paddock, Laura B..... | A. M. Collins Mfg. Co. Philadelphia, Pa. |
| Robinson, S. C..... | Danville, Pa. |
| Ritter, Wilson W..... | State Workmen's Insurance Fund Hbg. Pa. |
| Reisinger, Paul, B. M. D.... | John A. Roebling Sons Co., Trenton, N. J. |
| Rice, C. C..... | 612 Grant St., Pittsburgh, Pa. |
| Stauffer, Milton F..... | Temple University, Philadelphia, Pa. |
| Stern, F. (Miss)..... | Fels & Company, Philadelphia, Pa. |
| Scull, Wm. B..... | John T. Lewis & Bro. Co. Phila. Storage Battery
Co. Philadelphia, Pa. |
| Smith, Norman D..... | Westinghouse Electric & Mfg. Co. S. Phila. |
| Stein, Chas. J. H. D..... | Phila. Co. & Affiliated Corp. Pittsburgh, Pa. |
| Saussor, W. C..... | Johnson Bailis Shoe Co. Millersburg, Pa. |
| Slaving, Chas. E..... | Bureau of Compensation Pittsburgh, Pa. |
| Shenberger, Edw. J..... | Home Furniture Co. York, Pa. |
| Soloman, Lee..... | Workmen's Compensation Bureau, Harrisburg, Pa. |
| Sheehan, Frank J..... | 406 Manhattan Bldg. |
| Smith, W. C..... | Bureau of Workmen's Compensation, 1941 Master
St. |
| Tunnell, H. W..... | Fire Gun Mfg. Co. New York. |
| Taylor, Mervyn Ross, Dr..... | Bell Telephone Co. Philadelphia, Pa. |
| Taylor, Jackson Dr..... | Lukens Steel Co. Coatesville, Pa. |
| Telford, Jos..... | Compensation Bureau, Wilkinsburg, Pa. |
| Schoch, L. E. Dr..... | Susquehanna Collieries Co. Shamokin, Pa. |
| Stabley, T. C..... | Penna. Water & Power Co. Holtwood, Pa. |
| Unger, F. F..... | Labor & Industry Harrisburg, Pa. |
| Weimer, C. H. Dr..... | Susquehanna Collieries, Shamokin, Pa. |
| Wear, R. F. Dr..... | American Car & Foundry Co. Berwick, Pa. |
| Wilkins, Eugene Taylor..... | Gen. Elec. Co. Schenectady, N. Y. |
| Wickey, H. J..... | Public Schools, Middletown, Pa. |
| Yeager, J. O..... | J. M. Yeager, Yeagertown, Pa. |

Commonwealth of Pennsylvania

Department of Labor and Industry

CLIFFORD B. CONNELLEY

Commissioner



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Wm. C. Fisher, Actuary.

BUREAU OF REHABILITATION

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Division of Agreements and Receipts.....William Z. Mahon, Chief Clerk
Division of Petitions and Appeals.....Benjamin F. Sellers, Chief Clerk
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Division of Adjustments.....Harry Myers, Chief Adjuster
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District No. 3.412 Union National Bank Bldg., Scranton, Pa.
George W. Beemer
District No. 4.625-627 Woolworth Bldg., Lancaster, Pa.
Chester W. Cummings
District No. 5.311-312 First National Bank Bldg., Williamsport, Pa.
Walter W. Champion
District No. 6.Chamber of Commerce Building, Altoona, Pa.
Jacob Snyder,
District No. 7.Kane Trust and Savings Bank Bldg., Kane, Pa.
G. Scott Smith
District No. 8.Public Safety Building, 431 Sixth Avenue Pittsburgh, Pa.
Laurell E. Christly, Harry R. Henderson
District No. 9. ..Sixth Floor Hollenbach Coal Exchange Bldg., Wilkes-Barre, Pa.
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District No. 10.McDonald Bldg., 243 West Long Avenue, DuBois, Pa.
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"INTRODUCTION"

PENNSYLVANIA

DEPARTMENT OF LABOR AND INDUSTRY

BUREAU OF WORKMEN'S COMPENSATION

1920

The activities of the Workmen's Compensation Bureau during the first five years the Compensation Law has been in effect are covered in the following report submitted to Commissioner Connelley of the Department of Labor and Industry by W. H. Horner, Director of the Bureau.

The Law requiring the reporting of accidents to the Department of Labor and Industry provides that in every case where an employe is injured during the course of employment and the disability is two days or more, an accident report must be filed with the Department, the Bureau of Workmen's Compensation being designated as the Bureau to receive the reports. Since the Workmen's Compensation Law went into effect January 1, 1916 a total of 995,863 accident reports have been received to December 31, 1920, distributed through the intervening five years as follows:

| YEAR | FATAL | SERIOUS | MINOR | TOTAL |
|--------|-------|---------|--------|--------|
| 1916 | 2670 | 59714 | 193232 | 255616 |
| 1917 | 3072 | 81769 | 143039 | 227880 |
| 1918 | 3403 | 55783 | 127658 | 184844 |
| 1919 | 2569 | 38942 | 111033 | 152544 |
| 1920 | 2528 | 93598 | 78853 | 174979 |
| TOTALS | 14242 | 327806 | 653815 | 995863 |

During the first four years beginning with 1916, a serious accident was classified as an accident causing a disability of more than fourteen days, and a minor accident as a case where the disability was fourteen days or less. The Legislature in 1919 amended the Workmen's Compensation Law, reducing the waiting period for the payment of compensation from fourteen to ten days and beginning with January 1, 1920, when the amendments became effective, accidents causing the loss of more than ten days were classified as serious accidents and those causing a loss of ten days or less as minor accidents. The Act does not exempt any class of employers from reporting accidents occurring during the course of employment. When

accident reports are received by the Bureau they are given a number and the date upon which the report is received is stamped thereon. This serves as a check as to whether employers are reporting accidents promptly. Copies of all fatal and serious accident reports are furnished to the Bureau of Inspection for investigation in an effort to reduce the number of accidents occurring.

It would appear from the experience of the Bureau during the past five years that any doubt as to the ultimate success of the Workmen's Compensation Law has entirely disappeared. During the five year period beginning with January 1, 1916, when the Act became effective, and ending December 31, 1920, agreements and awards were made in 320,435 cases, incurring a compensation liability on the part of the employers, or insurance carriers, of \$48,244,448. Of this amount \$24,700,350 has been paid, leaving an outstanding liability on December 31, 1920 of \$23,544,098. Of the 320,435 agreements and awards 10,931 cover fatal cases providing for a total payment of \$27,502,098, or an average of \$2516 per case. Under the terms of these agreements and awards \$7,436,189 has been paid, leaving a balance to be paid in fatal cases of \$20,065,909. Agreements and awards were made in 5185 permanent injury cases, incurring a compensation liability for this class of injury amounting to \$7,733,585, or an average of \$1491. Of this amount \$4,255,396 has been paid, making the outstanding liability \$3,478,189.

The following tables show the number of cases and amount of compensation in fatal, permanent disability and temporary disability cases for each of the five years:

FATAL CASES

| YEAR | AGREEMENTS
AND AWARDS | COMPENSATION
INCURRED |
|--------|--------------------------|--------------------------|
| 1916 | 1727 | \$4,116,075 |
| 1917 | 1946 | 4,189,328 |
| 1918 | 2607 | 6,859,718 |
| 1919 | 2496 | 6,431,155 |
| 1920 | 2155 | 5,905,822 |
| TOTALS | 10,931 | \$27,502,098 |

PERMANENT DISABILITY CASES—Loss of members

EYES

| YEAR | AGREEMENTS
AND AWARDS | COMPENSATION
INCURRED |
|--------|--------------------------|--------------------------|
| 1916 | 357 | \$349,896 |
| 1917 | 370 | 405,097 |
| 1918 | 683 | 840,430 |
| 1919 | 651 | 828,432 |
| 1920 | 664 | 972,510 |
| TOTALS | 2725 | \$3,396,365 |

There were 68 cases which resulted in the loss of both eyes; 9 in 1916, 2 in 1917, 15 in 1918, 18 in 1919 and 24 in 1920. The average compensation awarded for each of the 2725 cases was \$1246.

HANDS

| YEAR | AGREEMENTS
AND AWARDS | COMPENSATION
INCURRED |
|--------|--------------------------|--------------------------|
| 1916 | 101 | \$133,297 |
| 1917 | 144 | 198,840 |
| 1918 | 251 | 400,280 |
| 1919 | 296 | 467,035 |
| 1920 | 299 | 549,729 |
| TOTALS | 1091 | \$1,749,181 |

Both hands were lost in 7 cases; 2 in 1916, 1 in 1917, 1 in 1918, 1 in 1919 and 2 in 1920. The average compensation awarded for each of the 1091 cases was \$1603.

ARMS

| YEAR | AGREEMENTS
AND AWARDS | COMPENSATION
INCURRED |
|--------|--------------------------|--------------------------|
| 1916 | 58 | \$89,465 |
| 1917 | 48 | 82,658 |
| 1918 | 78 | 144,017 |
| 1919 | 68 | 139,625 |
| 1920 | 85 | 182,809 |
| TOTALS | 337 | \$638,574 |

The average compensation awarded for each of the 337 cases was \$1895.

Courts from the decisions of the Workmen's Compensation Board. These figures number of cases coming before the Board.

ADJUSTMENT DIVISION.

One of the potent factors in the administration of any Workmen's Compensation law is an adjustment Bureau or Division maintained by the State. Irrespective of how efficient an insurance Company may be or how prompt either they or a self-insured corporation may adjust their compensation claims, there are always a fair percentage of claims upon which it is almost impossible to get action. Sometimes it is due to the suspicious nature of the alien who refuses to sign any papers. Sometimes it is due to misunderstanding on the part of the employer or employe. Often times the delay is due to the removal of the employe and his whereabouts are unknown to his employer. In all such contingencies, the Adjustment Division has been effective. This work is carried through a Chief Adjuster located at Harrisburg with a subordinate adjusting staff placed at strategic points throughout the State. Under the close follow up system in practice the Chief Adjuster is in daily touch with the reports of accidents filed with the Bureau with the result that an unsettled claim is not allowed to become stale or barred by the statute of limitations.

If a reasonable time has elapsed and no action has been taken by the employer or the insurance carrier after notice has gone out from the Bureau, a copy of the report is turned over to the Adjustment Division and the same is referred to the nearest Adjuster in the district wherein the accident occurred, or the matter is taken up directly by the Chief Adjuster. As a result of this service which is, of course, free, many of the claims which otherwise would result in litigation are cleared up immediately through the mediating service of this Division. On two occasions during the past five years the Adjustment Division has been of incalculable service at disasters resulting in great loss of life. On both occasions the Bureau placed its trained adjusting staff at the services of these concerns and as a consequence thereof, data as to dependents was secured immediately and within a few days compensation agreements had been entered into with the dependents, and payments of compensation began in accordance with the provisions of the Law. Without this timely assistance it is doubtful if all these claims would have been adjusted and the dependents' distress relieved for some months, as naturally the office organization of both these large corporations were more or less demoralized following the disasters and were burdened with other duties. The Adjustment Division has also justified its existence in assistance rendered the various Referees and the Compensation

Board, where special investigations were necessary. They have been especially valuable in the appraisals of property sought to be purchased from the proceeds of commuted compensation payments, and in several specific instances were instrumental in preventing widows from being defrauded at the hands of real estate dealers. They have also loaned hearty cooperation to the Bureau of Rehabilitation.

Still another incident to the duties of our Adjusters is the assistance rendered where it is necessary to have guardians appointed for minor dependents.

It is needless to say that all these services are highly appreciated by employers and employes alike, and the benefits of same are so apparent that this Division has become a permanent and highly important cog in the machinery of the Compensation System of the State.

DIVISION OF EXEMPTIONS.

The Workmen's Compensation Act provides as follows: "Every employer liable under this Act to pay compensation shall insure the payment of compensation in the State Workmen's Insurance Fund, or in any insurance company, or mutual association or company, authorized to insure such liability in this Commonwealth, unless such employer shall be exempted by the Bureau from such insurance."

Under this provision of the Act the employer makes application from the necessity of insuring his compensation liability and, if, after careful investigation, the Board is satisfied, that the applicant has sufficient financial strength to render certain the payment of any compensation liability that may be incurred, the application is granted.

During the year 1920, four hundred and seventy (470) employers (Corporations, firms and individuals,) were operating as self-insurers and thus paying compensation directly to their injured employes or their dependents.

The Board has, at all times, exercised great care in the consideration and granting of exemptions, as the responsibility rests on the Board to determine the future financial ability of the applicant for a period that may be sixteen (16) years, therefore, it is quite easy to distinguish between extending credit to an employer for his requirements in trade, which ordinarily is a credit for thirty to ninety days and granting permission to carry his own compensation

liability which may extend over a long period as above mentioned.

The Workmen's Compensation Act has been in force five years and it is a satisfaction to state that during all that time there has never been a default in the payment of any compensation by an employer operating as a self-insurer. In order that we may to a certain extent, grasp the volume of business done by the self-insurers and the compensation liability that naturally follows, let us take into consideration that they employ more than 900,000 persons and pay a very large part of the compensation liability incurred in the State.

REJECTIONS.

When an employer elects to reject the provisions of the Workmen's Compensation Act he must serve notice upon each one of his employes and file a copy of this notice with proof of service with the Workmen's Compensation Bureau.

Less than one-fourth of one per cent of the employers, or to be exact two hundred and sixty (260), have rejected the provisions of the Act and more than three-fourths of these have less than ten employes. Only one large employer of labor has rejected the provisions of the Act, but the rejections in this case only apply to a part of the employes, as a majority of these employes are engaged in inter-state employment and, therefore, are not subject to the provisions of the Act.

REFEREES.

In connection with the activities of the Compensation Board and Bureau simple justice requires that a tribute be paid to the Compensation Referess for the splendid work they have performed in the determination of disputed compensation claims, and the assistance they have rendered the Board in carrying out the law.

Beginning with a new and untested law, these men faced complex and undeveloped questions with fearless determination, replying largely upon their common sense and with only the thought of administering justice. They had no well defined decisions to guide them, yet with a legal skill that was surprising, they rendered logical and well constructed judgments, and within a comparatively brief time gained the confidence of both capital and labor. Today the referee system operates as a well oiled machine, eminently satisfactory to everyone, and the dispatch with which their great volume of business is handled has assisted materially towards popularizing the Act.

In order to render the most efficient service, the State was laid out in districts, and officers established, keeping in mind the counties or localities which are more industrially favored. This does not mean, however, that claimants are obliged always to come to the office of the Referee, but on the contrary every effort is made to conduct the hearings at the least inconvenience or sacrifice to the claimants. This often means that the Referees are required to travel to almost inaccessible parts of the State to their personal discomfort and inconvenience, especially in the less populous districts. This, however, is a part of the service demanded to make the Compensation law more effective and is met cheerfully and willingly by these men who pride themselves upon their single devotion to duty and the results they obtain. One of the greatest agencies in eliminating the "ambulance chaser" has been the information bureaus conducted at the offices of these various Referees. Here the maimed and the dependents of those fatally injured come seeking advice, with the result that often a poor injured man or a helpless widow is saved from the clutches of unscrupulous attorneys who seek their victims through the medium of newspaper clipping bureaus and whose chief concern is in securing as large a fee as possible, under the pretext that the case at hand is one which only they are able to carry through to a successful termination.

Thanks to the wisdom of our law makers, our Compensation Act is now so explicit in its terms and so simple in its procedure that seldom is it necessary that an attorney should be called. The Referees, guided by precedents and decisions of the Board and Courts know thoroughly the law as it is now well defined; and, since they are given the widest latitude by the Act itself, they are able to uncover every material fact and point of law, and at the completion of their investigation and hearing the case has been thoroughly covered, and when the evidence has been carefully weighed and their decision given there remains very little to be said upon the subject.

The Referee system as conducted in Pennsylvania, has been very favorably commented upon by Industrial Boards or Compensation Commissions throughout the United States, who appreciate the greatness of our population, the diversity of our industries and the large percentage of alien workers who man our workshops and mines, all of which contribute to a condition not found in possibly another State in the Union.

DEPARTMENT OF LABOR AND INDUSTRY
BUREAU OF WORKMEN'S COMPENSATION.

Industrial Code showing how accident and compensation cases are classified by the Workmen's Compensation Bureau of the Department of Labor and Industry.

BUILDING AND CONTRACTING.

Brick and Stone work.
Building Construction.
Concrete Construction.
Dams, Docks and Pile driving.
Dredging.
Electrical Construction.
Excavating.
Marble and Granite work.
Painting and Decorating.
Paving and Road Construction.
Plumbing and Heating.
Railway Construction.
Roofing and Sheet Metal work.
Ship and Boat Building.
Structural Iron Work-Erecting.
Others of this class.

CHEMICALS AND ALLIED PRODUCTS.

Alcohol.
Charcoal.
Chemicals.
Cleaning and Polishing Preparations.
Dyestuffs and Extracts.
Fertilizers.
Fireworks.
Flavoring preparations.
Gasoline.
Glue and Gelatin.
Graphite and Graphite refining.
Grease and Tallow.
Ink-Printing.
Ink-Writing.
Malt.
Matches.
Mucilage and Paste.
Oils—Crude.
Oils—Essential.
Oils—Linseed.
Oils—Lubricating.
Oils—Kerosene.
Oils—Not specified.
Paints and Varnishes.
Patent and Proprietary Medicines.

Powder and other Explosives.
Soap and Soap Powder.
Sulphuric, Nitric and mixed acids.
Tar.
Toilet preparations.
Turpentine and Rosin.
Wood Alcohol and Acetate of Lime.
Others of this class.

CLAY, GLASS AND STONE PRODUCTS.

Artificial Stone.
Asbestos products.
Brick-building.
Cement.
Crucibles.
Emery and other abrasive wheels.
Ganister products.
Glass—bottles.
Glass—cut.
Glass—decorating.
Glass—plate.
Glass—table ware.
Glass—window.
Grindstones.
Hones and whetstones.
Lamps and Chimneys.
Lime.
Magnesia products.
Mantels and Tile.
Mirrors.
Paving brick.
Paving materials other than brick.
Pottery.
Terra cotta and fire clay products.
Wall plaster.
Others of this class.

CLOTHING MANUFACTURE.

Awning, tents and sails.
Clothing—Men's.
Clothing—Women's and children's.
Corsets.
Flags, banners and regalia.
Fur Goods.

Furnishing goods—not specified.
 Gloves—other than leather.
 Hats and Caps—other than straw.
 Hats—straw.
 Hoisery and Knit goods.
 Mattresses and bedding.
 Millinery—including artificial
 flowers, feathers and plumes.
 Neckwear
 Overalls.
 Shirts and shirt waists.
 Suspenders.
 Underwear.
 Others of this class.

FOOD AND KINDRED PRODUCTS.

Baking powder and yeast.
 Bread and other bakery products.
 Butter and cheese.
 Butterine and oleomargine.
 Canned and preserved goods.
 Chocolate and cocoa products.
 Coffee and spices, roasting in-
 cluded.
 Condensed milk.
 Confectionery.
 Cordials and Flavoring syrups.
 Flour and grist mill products.
 Glucose and starch.
 Ice.
 Ice cream.
 Molasses and syrups.
 Peanut products.
 Slaughtering and meat packing.
 Sugar refining.
 Vinegar.
 Others of this class.

LEATHER, RUBBER AND COM- POSITION GOODS.

Belting.
 Boots and shoes.
 Boots and shoes—rubber.
 Gloves—leather.
 Handstamps and stencils.
 Hides and skins.
 Hose.
 Leather goods.
 Leather—sole.
 Leather—tanned, curried and fini-
 shed.

Oil cloth and linoleum.
 Packing, steam.
 Rubber goods—not specified.
 Rubber tires.
 Shoe repairing.
 Trunks and suit cases.
 Vulcanizing.
 Whips.
 Others of this class

LIQUORS AND BEVERAGES.

Carbonated & other soft drinks
 Liquors-distilled
 Liquors-malt
 Liquors-vinous
 Table waters
 Others of this class

LUMBER AND ITS REMANU- FACTURE.

Barrels, kegs & tanks
 Baskets, rattan & willow ware
 Billard tables & supplies
 Bobbins & spools
 Boxes—cigar
 Boxes—packing
 Carriages, wagons & parts
 Children's carriages, sleds, etc.
 Frames—picture etc.
 Furniture
 Lasts
 Lumber & timber products
 Models & Patterns—not paper
 Planing mill products
 Refrigerators & ice boxes
 Washing machines & wringers
 Wood novelties
 Wood-turned & carved
 Others of this class

PAPER AND PRINTING INDUS- TRIES.

Bags-paper
 Boxes-fancy & paper
 Cardcutting & designing
 Electroplating, Engraving & Die-
 sinking.
 Labels & Tags
 Paper—printing & wrapping
 Photo engraving
 Printing & publishing
 Pulp goods

Roofing paper
Sand & Emery paper & cloth
Stationary goods—not specified
Stereotyping & electrotyping
Wall paper
Others of this class

TEXTILES.

Bags—other than paper
Blankets & spreads
Braids, tapes & binding
Carpets & rugs
Cordage & twine
Cotton goods
Curtains—other than lace
Dyeing & finishing textiles
Haircloth
Hammocks
Handkerchiefs
Horse blankets & robes
Jute & linen goods
Lace goods & embroideries
Mats & matting
Plush & plush goods
Shoddy
Silk & silk goods & throwsters
Thread
Towels
Upholsters supplies
Waste
Woolpulling
Wollen, worsted & felt goods
Yarns
Others of this class

LAUNDRIES.

Laundry work
Others of this class

METALS AND METAL PRODUCTS.

Agricultural Implements & Machinery
Aluminum & its products
Aeroplanes & parts
Automobiles & parts
Axes & edge tools
Axles
Babbit metal & solder
Bars—lead & lead sheets
Bars—iron & steel

Beds & bed springs
Bicycles, Motorcycles & parts
Billets, blooms & slabs
Boilers, tanks & stacks
Bolts, nuts & rivets
Brass & Bronze products
Cars & parts
Castings-iron & steel
Chains
Cornices, ceilings, ventilators, etc.
Cutlery
Elevators & hoists
Engines—Gas & gasoline
Engines—Railroad
Engines—Stationary
Engines—Traction
Ferro Alloys
Files
Fire Arms & ammunitions
Fire Escapes
Fire Extinguishers
Fixtures—gas & electric, lamps & reflectors
Forgings—iron & steel
Frogs & switches
Garages making repairs
Gold & Silver leaf & foil
Hardware & specialties
Hoops, bands & cotton Ties
Horse shoes
Ingots-iron & steel
Instruments-professional & scientific
Iron-pig
Iron & Steel work ornamental
Iron-charcoal
Jewelry
Machinery & parts
Machine repair shops
Machine tools
Meters
Motors, Dynamos & Generators
Malleable Iron
Nails & spikes
Needles, pins, hooks & eyes
Oil well supplies
Pens
Pipes & tubing
Plates—iron & steel
Plumber's supplies & steam fittings
Pulleys, hangers & bearings

Pumps & valves
 Radiators
 Railroad supplies
 Railroad ties—steel
 Rails—iron & steel
 Rods—iron & steel
 Safes, vaults & locks
 Saws
 Scales
 Scrap iron & steel
 Shafting—cold rolled, drawn & turned
 Shapes—structural
 Shapes—other iron & steel
 Sheets
 Shovels, scoops & spades
 Silverware & plated ware
 Smelting & refining
 Springs
 Stoves, heaters & ranges
 Supplies—electrical
 Tin &terne plate
 Tinner's & roofer's supplies
 Typefoundry
 Typewriters
 Ware—enameled & galvanized
 Ware—tin & stamped
 Watches & clocks
 Wire products
 Others of this class.

MINES—COAL.

Coal—anthracite
 Coal—bituminous
 Coal—reclaiming from streams

QUARRIES AND MINES OTHER THAN COAL.

Clay
 Gneiss rock
 Glass sand
 Marble
 Ore—iron
 Sand & gravel—other
 Slag—crushed
 Slate—roofing
 Slate—other than roofing
 Stone
 Stone—crushed
 Stone—cut
 Others of this class

PUBLIC SERVICE.

Auto Transit Companies
 Canal & Navigation Companies
 Electric Light, Heat & Power Cos.
 Express Companies
 Gas Companies, Manufactured
 Gas Companies, Natural
 Inclined Plane Companies
 Municipal Sewage Treatment Wks.
 Pipe Line Companies
 Railroads—steam
 Railways—electric
 Repair Shops
 Steam Heating Companies
 Telephone Companies
 Toll Bridge Companies
 Turnpike Companies
 Water Companies
 Telegraph Companies
 Gas & Electric Companies
 Others of this class

TOBACCO AND ITS PRODUCTS.

Cheroots & Stogies
 Chewing Tobacco
 Cigars
 Cigarettes
 Smoking tobacco
 Others of this class

MISCELLANEOUS INDUSTRIES.

Advertising novelties
 Apiarists', Diarymen's & Poulter-
 ers' supplies
 Artificial Limbs
 Brooms
 Brushes
 Buttons
 Caskets & Undertaker's supplies
 Coke
 Cork cutting
 Curled Hair
 Dentist supplies
 Fancy Articles & Specialties
 Fuel—manufactured
 Hair work
 House furnishing goods—not
 specified

Junk, paper, rags, etc.
Musical Instruments—not specified
Optical goods
Pencils
Phonographs & Graphophones
Photographic apparatus & supplies
Pianos & Organs
Pipes—tobacco
Plants & flowers
Signs
Soda water apparatus
Sporting & athletic goods

Statuary & Art goods
Surgical appliances
Teeth
Toys & Games
Umbrellas & Parasols
Wheelbarrows
Window shades & fixtures
Others of this class

HOTELS AND RESTAURANTS.

MERCANTILE ESTABLISHMENTS.

JOBBER'S AND WAREHOUSES

MUNICIPALITIES

ITEMS OF INTEREST

The following items gathered from the statistical tables of the Bureau of Workmen's Compensation of the Department of Labor and Industry may be compared with the totals for the previous years which are also given.

| | |
|---|---------|
| Total number of accidents reported in 1913, | 12,752 |
| Total number of accidents reported in 1914, | 38,126 |
| Total number of accidents reported in 1915, | 61,540 |
| Total number of accidents reported in 1916, | 255,616 |
| Total number of accidents reported in 1917, | 227,880 |
| Total number of accidents reported in 1918, | 184,844 |
| Total number of accidents reported in 1919, | 152,544 |
| Total number of accidents reported in 1920, | 174,979 |
| Fatal accidents reported in 1913, | 270 |
| Fatal accidents reported in 1914, | 379 |
| Fatal accidents reported in 1915, | 1,203 |
| Fatal accidents reported in 1916, | 2,670 |
| Fatal accidents reported in 1917, | 3,072 |
| Fatal accidents reported in 1918, | 3,403 |
| Fatal accidents reported in 1919, | 2,569 |
| Fatal accidents reported in 1920, | 2,528 |

1920.

| | |
|---|--------------|
| Total number of accidents reported, | 174,979 |
| Number of fatal accidents reported, | 2,528 |
| Number of serious accidents reported, | 93,598 |
| Number of minor accidents reported, | 78,853 |
| Number of accidents to males, | 170,294 |
| Number of accidents to females, | 4,685 |
| Number of accidents to minors (under 16 years), | 830 |
| Number of days lost through accidents, | 2,442,219 |
| Average number of days lost for each accident, | 13.96 |
| Total wage loss through accidents, | \$12,154,829 |
| Average wage loss for each accident, | \$69.46 |
| Average daily wage loss of those injured, | \$4.98 |
| Number of accidents occurring to married employes, | 100,476 |
| Number of accidents occurring to unmarried employes, .. | 68,619 |
| Number of dependents of those injured, | 131,170 |

NOTE: A serious accident is one in which the employee loses more than ten days time. A minor accident is defined an accident causing the loss of less than eleven days time.

Of the 830 injuries to minors (employees under 16 years of age) 697 happened to males and 133 to females.

Injuries to women classified show that 14 were fatal; 2603 were serious, and 2,068 of a minor nature.

Accidents to male employees resulted in 2,514 fatalities, 90,995 serious injuries, and 76,785 minor injuries resulting in the loss of ten days or less.

Of the 174,979 injuries reported during the year, 6,861 showed a development of blood poisoning.

In the building and contracting industries there was a total of 12,920 accidents reported. Of this number 218 were fatal, 7,826 were serious and 4,876 were minor.

Chemicals and allied products had a total of 2,633 accidents reported distributed into 62 fatal cases, 1,521 serious cases and 1,050 minor cases.

Clay, glass and stone products showed a total of 5,736 injuries reported, with 58 fatalities, 2,946 serious cases and 2,732 minor cases.

In the clothing manufacture industry there were 1,211 accidents reported of which 8 were fatal, 635 serious and 568 minor.

The industry of food and kindred products shows a total of 3,318 accidents reported, having 32 fatal cases, 2,040 serious cases and 1,246 cases of a minor nature.

Leather, rubber and composition goods shows a total of 1,930 accidents reported, with 15 fatal, 1,023 serious and 892 minor.

Liquors and beverages reported a total of 477 accidents, with 2 fatal, 306 serious and 169 of a minor nature.

Lumber and its remanufacture was responsible for a total of 3,593 accidents, with 34 fatals, 2,345 serious and 1,214 minor.

In the paper and printing industries there were 2,369 accidents reported, with 12 fatalities, 1,407 of a serious nature and 950 minor accidents.

The textile industry reported 9 fatals, 1,339 serious and 996 minor accidents, making a total of 2,344.

Laundries reported the least number of any of the industries, with no fatals, 110 serious and 51 minor cases, a total of 161 accidents.

The greatest number of accidents reported by any one industry was in the metals and metal product industry. This industry reported a total of 49,793 accidents with 363 fatalities, 25,916 serious and 23,514 minor.

The greatest number of fatalities was reported by the coal mining industry, there having been 1,019 fatal, 26,664 serious, and 20,104 minor or a total of 47,787 cases reported.

The quarry industry reported a total of 1,589 accidents, with 35 fatal 922 serious and 632 minor.

Public service companies reported 28,916 accidents, of which 535 were fatal, 11,927 serious and 16,454 minor cases.

Tobacco and its products reported 216 accidents, with no fatalities, 102 serious and 114 minor.

Miscellaneous industries were responsible for 33 fatal accidents, 1,952 serious and 966 minor, a total of 2,951 accidents.

Hotels and restaurants reported 712 accidents, with 11 fatal, 466 serious and 235 minor.

Mercantile establishments reported 3,854 accidents of which 27 were fatal 2,464 serious and 1,363 minor.

Jobbers and warehouses reported 10 fatal, 877 serious, 409 minor accidents or a total of 1,296.

Municipalities reported a total of 1,173 accidents, with 45 fatal, 810 serious and 318 minor.

Accidents reported during the year show a loss of 100 eyes, 50 arms, 63 hands, 33 legs, 79 feet, 972 fingers and 159 toes.

During the year compensation was awarded and paid in 72,049 cases. The amount of compensation awarded and paid was \$11,632,755.

In building and contracting, compensation was awarded and paid in 5,531 cases, of which 192 were fatal. The amount of compensation awarded and paid, was \$976,899.

In chemicals and allied products, compensation was awarded and paid in 1,228 cases, of which 48 were fatal. The amount of compensation awarded and paid, was \$221,292.

In clay, glass and stone products, compensation was awarded and paid in 2,119 cases, of which 56 were fatal. The amount of compensation awarded and paid, was \$320,926.

In clothing manufacture, compensation was awarded and paid in 516 cases, of which 4 were fatal. The amount of compensation awarded and paid was \$29,264.

In food and kindred products, compensation was awarded and paid in 1,536 cases, of which 24 were fatal. The amount of compensation awarded and paid was \$158,829.

In leather, rubber and composition goods, compensation was awarded and paid in 861 cases, of which 11 were fatal. The amount of compensation awarded and paid was \$107,192.

In liquors and beverages, compensation was awarded and paid in 247 cases, of which 5 were fatal. The amount of compensation awarded and paid was \$42,566.

In lumber and its remanufacture, compensation was awarded and paid in 1,962 cases, of which 35 were fatal. The amount of compensation awarded and paid was \$242,015.

In paper and printing industries, compensation was awarded and paid in 1,035 cases, of which 17 were fatal. The amount of compensation awarded and paid was \$101,551.

In textiles, compensation was awarded and paid in 1,136 cases, of which 14 were fatal. The amount of compensation awarded and paid was \$111,237.

In laundries, compensation was awarded and paid in 83 cases, of which none were fatal. The amount of compensation awarded and paid was \$9,511.

In metals and metal products, compensation was awarded and paid in 21,386 cases, of which 390 were fatal. The amount of compensation awarded and paid was \$2,554,771.

The coal mining industry was responsible for the greatest number of compensable fatalities as well as the greatest number of non-fatal compensable accidents. In this industry there were 23,686 compensable accidents, of which 996 were fatal. The amount of compensation awarded and paid was \$5,057,186.

In quarries and mines other than coal, compensation was awarded and paid in 776 cases, of which 40 were fatal. The amount of compensation awarded and paid was \$138,835.

In public service, compensation was awarded and paid in 4,962 cases, of which 177 were fatal. The amount of compensation awarded and paid was \$902,793.

The lowest amount of compensation awarded and paid in any one industry was in tobacco and its products. The amount was \$2,901 with a total of 89 cases and *no* fatals.

In miscellaneous industries, compensation was awarded and paid in 1,549 cases, of which 54 were fatal. The amount of compensation awarded and paid was \$242,219.

In mercantile establishments, compensation was awarded and paid in 1,728 cases, of which 23 were fatal. The amount of compensation awarded and paid was \$144,561.

In hotels and restaurants, compensation was awarded and paid in 371 cases, of which 9 were fatal. The amount of compensation awarded and paid was \$43,583.

In jobbers and warehouses, compensation was awarded and paid in 602 cases, of which 14 were fatal. The amount of compensation awarded and paid was \$71,336.

In municipalities, compensation was awarded and paid in 646 cases of which 46 were fatal. The amount of compensation awarded and paid was \$153,288.

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

TABLE NO. 2

This compilation shows the accidents as reported to the Bureau of Workmen's Compensation classified by COUNTY to Degree and year, each class of Industry having a table of its own. Data for the years 1916 and 1917 was not available.

Industrial Accidents

| | 1920 | | 1919 | | 1918 | | Total | |
|---------------------|-------|-----------|-------|-----------|-------|-----------|-------|-----------|
| | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal |
| 1 Adams, ---- | 3 | 150 | 1 | 107 | 1 | 71 | 5 | 328 |
| 2 Allegheny, -- | 175 | 19,007 | 230 | 17,593 | 416 | 23,174 | 821 | 59,774 |
| 3 Armstrong, -- | 16 | 1,185 | 7 | 781 | 13 | 862 | 36 | 2,828 |
| 4 Beaver, ---- | 28 | 2,343 | 16 | 1,819 | 31 | 2,448 | 75 | 6,610 |
| 5 Bedford, --- | 5 | 163 | 3 | 121 | 4 | 113 | 12 | 402 |
| 6 Berks, ----- | 21 | 2,665 | 19 | 2,022 | 14 | 2,267 | 54 | 6,954 |
| 7 Blair, ----- | 11 | 613 | 8 | 443 | 10 | 588 | 29 | 1,644 |
| 8 Bradford, -- | 1 | 349 | 2 | 325 | 4 | 297 | 7 | 971 |
| 9 Bucks, ----- | 5 | 424 | 15 | 623 | 19 | 879 | 39 | 1,926 |
| 10 Butler, ----- | 11 | 1,287 | 7 | 839 | 5 | 1,877 | 23 | 4,003 |
| 11 Cambria, -- | 34 | 4,258 | 30 | 2,557 | 45 | 3,325 | 109 | 10,140 |
| 12 Cameron, --- | 8 | 64 | 2 | 33 | 6 | 241 | 16 | 338 |
| 13 Carbon, ---- | 3 | 527 | 1 | 313 | 4 | 391 | 8 | 1,231 |
| 14 Centre, ---- | 4 | 302 | 2 | 224 | 7 | 235 | 13 | 761 |
| 15 Chester, ---- | 15 | 1,635 | 28 | 1,178 | 12 | 1,474 | 55 | 4,287 |
| 16 Clarion, --- | 2 | 155 | 1 | 97 | 3 | 131 | 6 | 383 |
| 17 Clearfield, -- | 7 | 578 | 5 | 520 | 6 | 566 | 18 | 1,664 |
| 18 Clinton, ---- | 1 | 351 | 3 | 244 | 1 | 256 | 5 | 851 |
| 19 Columbia, -- | 3 | 724 | 1 | 649 | 6 | 647 | 10 | 2,020 |
| 20 Crawford, -- | 3 | 465 | 3 | 343 | 3 | 351 | 9 | 1,159 |
| 21 Cumberland, -- | 2 | 304 | 2 | 217 | 4 | 309 | 8 | 830 |
| 22 Dauphin, --- | 19 | 1,798 | 20 | 1,537 | 45 | 2,057 | 84 | 5,392 |
| 23 Delaware, -- | 55 | 3,096 | 60 | 2,975 | 117 | 4,102 | 232 | 10,173 |
| 24 Elk, ----- | 2 | 538 | 11 | 510 | 6 | 488 | 19 | 1,536 |
| 25 Erie, ----- | 23 | 2,752 | 10 | 2,213 | 25 | 2,897 | 58 | 7,862 |
| 26 Fayette, ---- | 12 | 820 | 13 | 636 | 8 | 775 | 33 | 2,231 |
| 27 Forest, ----- | | 96 | | 102 | 3 | 74 | 3 | 272 |
| 28 Franklin, --- | | 449 | 5 | 387 | 1 | 415 | 6 | 1,251 |
| 29 Fulton, ---- | | 14 | | 16 | | 8 | | 38 |
| 30 Greene, ---- | 1 | 133 | 3 | 128 | | 187 | 4 | 448 |
| 31 Huntingdon, -- | 2 | 474 | 3 | 344 | 3 | 348 | 8 | 1,166 |
| 32 Indiana, --- | 6 | 378 | 5 | 295 | 3 | 333 | 14 | 1,006 |
| 33 Jefferson, -- | 4 | 223 | 4 | 249 | 4 | 202 | 12 | 674 |
| 34 Juniata, ---- | 1 | 24 | | 18 | | 11 | 1 | 53 |
| 35 Lackawanna, -- | 5 | 1,293 | 6 | 1,065 | 5 | 1,012 | 16 | 3,370 |
| 36 Lancaster, -- | 2 | 1,608 | 9 | 1,346 | 5 | 1,444 | 16 | 4,398 |
| 37 Lawrence, --- | 19 | 1,019 | 14 | 1,008 | 12 | 1,283 | 45 | 3,310 |
| 38 Lebanon, --- | 14 | 1,114 | 5 | 778 | 10 | 1,313 | 29 | 3,205 |
| 39 Lehigh, ----- | 19 | 1,698 | 14 | 1,274 | 22 | 1,735 | 55 | 4,707 |
| 40 Luzerne, --- | 15 | 1,504 | 6 | 1,195 | 19 | 1,699 | 40 | 4,398 |
| 41 Lycoming, -- | 10 | 1,075 | 6 | 777 | 10 | 960 | 26 | 2,752 |
| 42 McKean, ---- | 6 | 787 | 9 | 623 | 4 | 702 | 19 | 2,112 |
| 43 Mercer, ----- | 26 | 1,618 | 17 | 1,598 | 28 | 2,290 | 71 | 5,506 |
| 44 Mifflin, ---- | 5 | 553 | 14 | 350 | 12 | 806 | 3 | 1,703 |
| 45 Monroe, ---- | 3 | 206 | 2 | 134 | 1 | 130 | 6 | 470 |
| 46 Montgomery, -- | 15 | 2,362 | 15 | 1,915 | 36 | 2,247 | 66 | 6,524 |
| 47 Montour, --- | 1 | 95 | | 74 | | 92 | 1 | 261 |
| 48 N'ampton, -- | 32 | 2,862 | 46 | 2,638 | 64 | 3,873 | 142 | 9,373 |
| 49 Northum'd, - | 7 | 865 | 5 | 750 | 5 | 819 | 17 | 2,434 |
| 50 Perry, ----- | 4 | 97 | 1 | 44 | 1 | 56 | 6 | 197 |
| 51 Philadelphia, -- | 172 | 18,719 | 170 | 16,389 | 210 | 17,939 | 552 | 53,047 |
| 52 Pike, ----- | | 26 | | 33 | | 23 | | 82 |
| 53 Potter, ----- | 3 | 212 | 2 | 242 | 1 | 214 | 6 | 663 |
| 54 Schuylkill, -- | 8 | 748 | 5 | 512 | 9 | 586 | 22 | 1,846 |
| 55 Snyder, ----- | | 16 | | 19 | | 15 | | 50 |
| 56 Somerset, --- | 1 | 150 | 3 | 100 | 2 | 121 | 6 | 371 |
| 57 Sullivan, ---- | | 86 | 2 | 64 | | 42 | 2 | 192 |
| 58 Susquehanna, -- | 1 | 65 | | 37 | 1 | 28 | 2 | 130 |
| 59 Tioga, ----- | 5 | 224 | 1 | 172 | 5 | 149 | 11 | 545 |
| 60 Union, ----- | 1 | 46 | | 44 | 1 | 29 | 2 | 119 |
| 61 Venango, --- | 11 | 799 | 8 | 690 | 7 | 630 | 26 | 2,119 |
| 62 Warren, --- | 8 | 497 | 3 | 384 | 5 | 423 | 16 | 1,304 |
| 63 Washington, -- | 17 | 1,688 | 14 | 1,397 | 20 | 1,860 | 51 | 4,885 |
| 64 Wayne, ----- | 1 | 140 | 1 | 104 | 2 | 140 | 4 | 384 |
| 65 Westmore'd, -- | 23 | 3,981 | 16 | 3,161 | 31 | 3,661 | 70 | 10,803 |
| 66 Wyoming, --- | 1 | 99 | | 75 | 2 | 77 | 3 | 251 |
| 67 York, ----- | 11 | 1,573 | 9 | 1,053 | 12 | 1,011 | 32 | 3,637 |
| Total, | 929 | 96,174 | 923 | 80,503 | 1,371 | 99,682 | 3,223 | 76,359 |

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION

Mine Accidents

| | 1920 | | 1919 | | 1918 | | Total | |
|--------------------------|-------|-----------|-------|-----------|-------|-----------|-------|-----------|
| | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal |
| 1 Adams, ----- | | | | | | | | |
| 2 Allegheny, ----- | 60 | 2,888 | 41 | 2,701 | 60 | 3,061 | 161 | 8,640 |
| 3 Armstrong, ----- | 9 | 676 | 14 | 518 | 25 | 688 | 48 | 1,882 |
| 4 Beaver, ----- | 1 | 27 | 1 | 21 | | 25 | 2 | 73 |
| 5 Bedford, ----- | 2 | 89 | 1 | 90 | 6 | 135 | 9 | 314 |
| 6 Berks, ----- | | 2 | | | | | | 2 |
| 7 Blair, ----- | | 83 | 1 | 43 | 1 | 78 | 2 | 204 |
| 8 Bradford, ----- | | 4 | | 6 | | 26 | | 36 |
| 9 Bucks, ----- | | | | | | | | |
| 10 Butler, ----- | 10 | 253 | 3 | 159 | 2 | 191 | 15 | 606 |
| 11 Cambria, ----- | 56 | 3,349 | 52 | 3,120 | 46 | 3,767 | 154 | 10,176 |
| 12 Cameron, ----- | | | | 2 | 1 | 2 | 1 | 4 |
| 13 Carbon, ----- | 16 | 892 | 25 | 776 | 21 | 896 | 62 | 2,564 |
| 14 Centre, ----- | 7 | 182 | 2 | 165 | 5 | 479 | 14 | 526 |
| 15 Chester, ----- | | | | | | | | |
| 16 Clarion, ----- | 3 | 253 | 3 | 159 | 2 | 227 | 8 | 639 |
| 17 Clearfield, ----- | 20 | 1,173 | 14 | 887 | 24 | 1,112 | 58 | 3,172 |
| 18 Clinton, ----- | | 51 | 1 | 47 | 2 | 58 | 3 | 156 |
| 19 Columbia, ----- | 1 | 292 | 7 | 258 | 6 | 311 | 14 | 861 |
| 20 Crawford, ----- | | | | | | | | |
| 21 Cumberland, ----- | | 1 | | | | | | 1 |
| 22 Dauphin, ----- | 7 | 279 | 7 | 230 | 7 | 260 | 21 | 769 |
| 23 Delaware, ----- | | | | | | | | |
| 24 Elk, ----- | 2 | 121 | 1 | 65 | 3 | 123 | 6 | 309 |
| 25 Erie, ----- | | | | | | | | |
| 26 Fayette, ----- | 98 | 4,819 | 97 | 4,530 | 110 | 5,315 | 305 | 14,664 |
| 27 Forest, ----- | | | | | | | | |
| 28 Franklin, ----- | | | | | | | | |
| 29 Fulton, ----- | | | | | | | | |
| 30 Greene, ----- | 10 | 375 | 4 | 288 | 8 | 255 | 22 | 913 |
| 31 Huntingdon, ----- | 2 | 135 | 5 | 111 | 2 | 130 | 9 | 376 |
| 32 Indiana, ----- | 30 | 1,468 | 29 | 1,134 | 46 | 1,259 | 105 | 3,801 |
| 33 Jefferson, ----- | 17 | 547 | 4 | 349 | 24 | 559 | 45 | 1,455 |
| 34 Juniata, ----- | | | | | | | | |
| 35 Lackawanna, ----- | 115 | 4,927 | 135 | 4,873 | 138 | 5,599 | 388 | 15,399 |
| 36 Lancaster, ----- | | | | | | | | |
| 37 Lawrence, ----- | | 25 | | 23 | 3 | 24 | 3 | 72 |
| 38 Lebanon, ----- | | | | | | | | |
| 39 Lehigh, ----- | | | | | | | | |
| 40 Luzerne, ----- | 194 | 7,746 | 299 | 8,173 | 255 | 8,718 | 748 | 24,637 |
| 41 Lycoming, ----- | | 4 | | 7 | | 9 | | 20 |
| 42 McKean, ----- | | | | 2 | | 4 | | 6 |
| 43 Mercer, ----- | 3 | 98 | | 104 | 3 | 124 | 6 | 320 |
| 44 Mifflin, ----- | | | | | | | | |
| 45 Monroe, ----- | | | | | | | | |
| 46 Montgomery, ----- | | | | | | | | |
| 47 Montour, ----- | | | | | | | | |
| 48 Northampton, ----- | | | | | | | | |
| 49 Northumberland, ----- | 47 | 1,974 | 50 | 1,670 | 56 | 1,619 | 153 | 5,263 |
| 50 Perry, ----- | | | | | | | | |
| 51 Philadelphia, ----- | | | | | | | | |
| 52 Pike, ----- | | | | | | | | |
| 53 Potter, ----- | | | | | | | | |
| 54 Schuylkill, ----- | 128 | 5,252 | 133 | 4,276 | 135 | 4,600 | 396 | 14,128 |
| 55 Snyder, ----- | | | | | | | | |
| 56 Somerset, ----- | 39 | 1,487 | 44 | 1,579 | 36 | 1,612 | 119 | 4,678 |
| 57 Sullivan, ----- | 2 | 137 | 3 | 98 | 1 | 122 | 6 | 357 |
| 58 Susquehanna, ----- | 2 | 89 | 3 | 117 | 4 | 126 | 9 | 332 |
| 59 Tioga, ----- | 1 | 159 | 3 | 92 | 1 | 160 | 5 | 360 |
| 60 Union, ----- | | | | | | | | |
| 61 Venango, ----- | | 1 | | | | 3 | | 4 |
| 62 Warren, ----- | | | | | | | | |
| 63 Washington, ----- | 72 | 3,336 | 44 | 2,752 | 104 | 3,357 | 220 | 9,445 |
| 64 Wayne, ----- | 2 | 94 | 1 | 38 | 1 | 50 | 4 | 182 |
| 65 Westmoreland, ----- | 63 | 3,535 | 83 | 3,499 | 86 | 4,301 | 232 | 11,335 |
| 66 Wyoming, ----- | | | | | | | | |
| 67 York, ----- | | 2 | | | | | | 2 |
| Total, ----- | 1,019 | 46,768 | 1,110 | 42,957 | 1,224 | 48,974 | 3,353 | 138,699 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

Public Service

| | | 1920 | | 1919 | | 1918 | | Total | |
|--------------|-----------------------|-------|-----------|-------|-----------|-------|-----------|-------|-----------|
| | | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal |
| 1 | Adams, ----- | | 16 | | 7 | | 20 | | 43 |
| 2 | Allegheny, ----- | 116 | 4,686 | 93 | 5,121 | 142 | 5,819 | 345 | 15,623 |
| 3 | Armstrong, ----- | 2 | 73 | 4 | 68 | 7 | 88 | 13 | 229 |
| 4 | Beaver, ----- | 16 | 424 | 14 | 443 | 15 | 631 | 45 | 1,498 |
| 5 | Bedford, ----- | | 36 | 1 | 52 | 4 | 40 | 5 | 123 |
| 6 | Berks, ----- | 10 | 1,256 | 13 | 977 | 18 | 1,498 | 41 | 3,731 |
| 7 | Blair, ----- | 20 | 3,548 | 23 | 3,211 | 26 | 4,202 | 69 | 10,961 |
| 8 | Bradford, ----- | 1 | 594 | 4 | 523 | 2 | 472 | 7 | 1,589 |
| 9 | Bucks, ----- | 5 | 259 | 12 | 253 | 16 | 277 | 33 | 789 |
| 10 | Butler, ----- | 3 | 157 | 2 | 203 | 3 | 197 | 8 | 557 |
| 11 | Cambria, ----- | 20 | 656 | 15 | 613 | 33 | 759 | 68 | 2,028 |
| 12 | Cameron, ----- | 1 | 47 | 1 | 44 | 2 | 40 | 4 | 131 |
| 13 | Carbon, ----- | 8 | 272 | 3 | 202 | 10 | 236 | 21 | 710 |
| 14 | Centre, ----- | 2 | 52 | | 64 | 2 | 55 | 4 | 171 |
| 15 | Chester, ----- | 18 | 299 | 11 | 223 | 15 | 313 | 44 | 835 |
| 16 | Clarion, ----- | 5 | 57 | 3 | 41 | 7 | 68 | 15 | 163 |
| 17 | Clearfield, ----- | 4 | 212 | 6 | 173 | 6 | 232 | 16 | 617 |
| 18 | Clinton, ----- | 3 | 782 | 3 | 675 | 10 | 792 | 16 | 2,249 |
| 19 | Columbia, ----- | 2 | 72 | 2 | 42 | 1 | 73 | 5 | 187 |
| 20 | Crawford, ----- | 3 | 201 | 2 | 205 | 8 | 200 | 13 | 606 |
| 21 | Cumberland, ----- | 6 | 684 | 4 | 570 | 6 | 654 | 16 | 1,908 |
| 22 | Dauphin, ----- | 22 | 1,886 | 9 | 1,499 | 22 | 1,751 | 53 | 5,136 |
| 23 | Delaware, ----- | 7 | 202 | 6 | 260 | 13 | 224 | 26 | 626 |
| 24 | Elk, ----- | | 79 | 2 | 55 | 5 | 97 | 7 | 231 |
| 25 | Erie, ----- | 10 | 345 | 10 | 387 | 11 | 496 | 31 | 1,228 |
| 26 | Fayette, ----- | 13 | 372 | 12 | 300 | 30 | 558 | 55 | 1,236 |
| 27 | Forest, ----- | | 1 | 1 | 9 | 1 | 6 | 2 | 16 |
| 28 | Franklin, ----- | 4 | 160 | 1 | 115 | 4 | 189 | 9 | 464 |
| 29 | Fulton, ----- | | 11 | | 3 | | 3 | | 17 |
| 30 | Greene, ----- | 2 | 24 | 3 | 37 | 1 | 39 | 6 | 100 |
| 31 | Huntingdon, ----- | 1 | 168 | 8 | 145 | 4 | 164 | 13 | 477 |
| 32 | Indiana, ----- | 4 | 176 | 5 | 109 | 5 | 119 | 14 | 404 |
| 33 | Jefferson, ----- | | 57 | 2 | 58 | 5 | 69 | 7 | 184 |
| 34 | Juniata, ----- | 2 | 51 | 4 | 59 | 2 | 38 | 8 | 148 |
| 35 | Lackawanna, ----- | 27 | 838 | 19 | 659 | 26 | 1,010 | 72 | 2,507 |
| 36 | Lancaster, ----- | 12 | 371 | 10 | 291 | 7 | 320 | 29 | 982 |
| 37 | Lawrence, ----- | 8 | 332 | 5 | 296 | 4 | 316 | 17 | 944 |
| 38 | Lebanon, ----- | 5 | 125 | 2 | 73 | 4 | 134 | 11 | 332 |
| 39 | Lehigh, ----- | 6 | 230 | 10 | 189 | 10 | 258 | 26 | 677 |
| 40 | Luzerne, ----- | 16 | 624 | 11 | 459 | 25 | 569 | 52 | 1,652 |
| 41 | Lycoming, ----- | 4 | 286 | 4 | 256 | 11 | 278 | 19 | 820 |
| 42 | McKean, ----- | | 127 | 2 | 92 | | 176 | 2 | 395 |
| 43 | Mercer, ----- | 3 | 360 | 4 | 312 | 8 | 429 | 15 | 1,101 |
| 44 | Mifflin, ----- | 1 | 97 | 4 | 79 | 4 | 118 | 9 | 294 |
| 45 | Monroe, ----- | | 28 | 2 | 20 | | 27 | 2 | 75 |
| 46 | Montgomery, ----- | 10 | 366 | 18 | 278 | 14 | 402 | 42 | 1,046 |
| 47 | Montour, ----- | | 6 | | 12 | | 14 | | 32 |
| 48 | Northampton, ----- | 7 | 408 | 10 | 293 | 13 | 361 | 30 | 1,062 |
| 49 | Northumberland, ----- | 8 | 585 | 9 | 580 | 17 | 598 | 34 | 1,763 |
| 50 | Perry, ----- | 3 | 132 | 4 | 135 | 9 | 136 | 16 | 403 |
| 51 | Philadelphia, ----- | 94 | 4,004 | 85 | 3,578 | 132 | 4,512 | 311 | 12,094 |
| 52 | Pike, ----- | | 12 | | 14 | 2 | 22 | 2 | 48 |
| 53 | Potter, ----- | | 79 | | 59 | 1 | 76 | 1 | 214 |
| 54 | Schuylkill, ----- | 11 | 763 | 9 | 531 | 23 | 724 | 43 | 2,018 |
| 55 | Snyder, ----- | | 11 | | 2 | | 6 | | 19 |
| 56 | Somerset, ----- | 5 | 120 | 5 | 89 | 3 | 114 | 13 | 323 |
| 57 | Sullivan, ----- | | 7 | | 4 | 1 | 10 | 1 | 21 |
| 58 | Susquehanna, ----- | 1 | 140 | 3 | 99 | 3 | 113 | 7 | 352 |
| 59 | Tioga, ----- | 1 | 64 | 1 | 42 | | 38 | 2 | 144 |
| 60 | Union, ----- | | 22 | | 19 | 2 | 12 | 2 | 53 |
| 61 | Venango, ----- | 4 | 246 | 3 | 222 | 7 | 234 | 14 | 696 |
| 62 | Warren, ----- | 4 | 64 | 3 | 60 | 5 | 84 | 12 | 208 |
| 63 | Washington, ----- | 17 | 314 | 9 | 318 | 11 | 405 | 37 | 1,037 |
| 64 | Wayne, ----- | | 11 | 2 | 17 | | 20 | 2 | 48 |
| 65 | Westmoreland, ----- | 23 | 639 | 20 | 693 | 27 | 684 | 70 | 1,926 |
| 66 | Wyoming, ----- | | 19 | 1 | 18 | | 7 | 1 | 44 |
| 67 | York, ----- | 6 | 170 | 2 | 136 | 3 | 159 | 11 | 459 |
| Total, ----- | | 580 | 29,509 | 536 | 26,515 | 868 | 32,785 | 1,924 | 88,809 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

All Accidents

| | | 1920 | | 1919 | | 1918 | | Total | |
|--------------------------|-------|---------|-----------|---------|-----------|---------|-----------|---------|-----------|
| | | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal | Fatal | Non-Fatal |
| 1 Adams, ----- | 3 | 163 | 1 | 114 | 1 | 91 | 5 | 371 | |
| 2 Allegheny, ----- | 345 | 26,581 | 364 | 25,415 | 618 | 32,054 | 1,327 | 84,050 | |
| 3 Armstrong, ----- | 27 | 1,934 | 25 | 1,367 | 45 | 1,638 | 97 | 4,939 | |
| 4 Beaver, ----- | 45 | 2,794 | 31 | 2,283 | 46 | 3,104 | 122 | 8,181 | |
| 5 Bedford, ----- | 7 | 293 | 5 | 263 | 14 | 288 | 26 | 844 | |
| 6 Berks, ----- | 31 | 3,923 | 32 | 2,999 | 32 | 3,765 | 95 | 10,687 | |
| 7 Blair, ----- | 31 | 4,244 | 32 | 3,697 | 37 | 4,868 | 100 | 12,809 | |
| 8 Bradford, ----- | 2 | 947 | 6 | 854 | 6 | 795 | 14 | 2,596 | |
| 9 Bucks, ----- | 10 | 683 | 27 | 876 | 35 | 1,156 | 72 | 2,715 | |
| 10 Butler, ----- | 24 | 1,700 | 12 | 1,201 | 10 | 2,265 | 46 | 6,166 | |
| 11 Cambria, ----- | 110 | 8,263 | 97 | 6,290 | 124 | 7,791 | 331 | 22,344 | |
| 12 Cameron, ----- | 9 | 111 | 3 | 79 | 9 | 283 | 21 | 473 | |
| 13 Carbon, ----- | 27 | 1,691 | 29 | 1,291 | 35 | 1,523 | 91 | 4,505 | |
| 14 Centre, ----- | 13 | 536 | 4 | 453 | 14 | 469 | 31 | 1,458 | |
| 15 Chester, ----- | 33 | 1,934 | 39 | 1,401 | 27 | 1,787 | 99 | 5,122 | |
| 16 Clarion, ----- | 10 | 465 | 7 | 297 | 12 | 426 | 29 | 1,188 | |
| 17 Clearfield, ----- | 31 | 1,963 | 25 | 1,580 | 36 | 1,910 | 92 | 5,453 | |
| 18 Clinton, ----- | 4 | 1,184 | 7 | 966 | 13 | 1,106 | 24 | 3,256 | |
| 19 Columbia, ----- | 6 | 1,688 | 10 | 949 | 13 | 1,031 | 29 | 3,658 | |
| 20 Crawford, ----- | 6 | 666 | 5 | 548 | 11 | 551 | 22 | 1,765 | |
| 21 Cumberland, ----- | 8 | 989 | 6 | 787 | 10 | 963 | 24 | 2,739 | |
| 22 Dauphin, ----- | 48 | 3,963 | 36 | 3,266 | 74 | 4,068 | 158 | 11,297 | |
| 23 Delaware, ----- | 62 | 3,298 | 66 | 3,175 | 130 | 4,326 | 258 | 10,799 | |
| 24 Elk, ----- | 1 | 738 | 14 | 630 | 14 | 708 | 32 | 2,076 | |
| 25 Erie, ----- | 33 | 3,007 | 20 | 2,600 | 36 | 3,393 | 89 | 9,090 | |
| 26 Fayette, ----- | 123 | 6,011 | 122 | 5,466 | 148 | 6,648 | 393 | 18,125 | |
| 27 Forest, ----- | ----- | 97 | 1 | 111 | 4 | 80 | 5 | 288 | |
| 28 Franklin, ----- | 4 | 609 | 6 | 502 | 5 | 604 | 15 | 1,715 | |
| 29 Fulton, ----- | ----- | 25 | ----- | 19 | ----- | 11 | ----- | 55 | |
| 30 Greene, ----- | 15 | 532 | 10 | 448 | 9 | 481 | 32 | 1,461 | |
| 31 Huntingdon, ----- | 5 | 777 | 16 | 600 | 9 | 642 | 30 | 2,019 | |
| 32 Indiana, ----- | 40 | 1,962 | 39 | 1,538 | 54 | 1,711 | 133 | 5,211 | |
| 33 Jefferson, ----- | 21 | 827 | 10 | 656 | 33 | 830 | 64 | 2,313 | |
| 34 Juniata, ----- | 3 | 75 | 4 | 77 | 2 | 49 | 9 | 201 | |
| 35 Lackawanna, ----- | 147 | 7,058 | 160 | 6,597 | 169 | 7,621 | 476 | 21,276 | |
| 36 Lancaster, ----- | 14 | 1,979 | 19 | 1,637 | 12 | 1,764 | 45 | 5,380 | |
| 37 Lawrence, ----- | 27 | 1,376 | 19 | 1,327 | 19 | 1,623 | 65 | 4,326 | |
| 38 Lebanon, ----- | 19 | 1,239 | 7 | 851 | 14 | 1,447 | 40 | 3,537 | |
| 39 Lehigh, ----- | 25 | 1,928 | 24 | 1,463 | 32 | 1,993 | 81 | 5,384 | |
| 40 Luzerne, ----- | 225 | 9,874 | 316 | 9,827 | 299 | 10,986 | 840 | 30,687 | |
| 41 Lycoming, ----- | 14 | 1,365 | 10 | 1,040 | 21 | 1,187 | 45 | 3,592 | |
| 42 McKean, ----- | 6 | 914 | 11 | 717 | 4 | 882 | 21 | 1,513 | |
| 43 Mercer, ----- | 32 | 2,076 | 21 | 2,014 | 39 | 2,843 | 92 | 6,933 | |
| 44 Mifflin, ----- | 6 | 650 | 18 | 429 | 16 | 918 | 40 | 1,997 | |
| 45 Monroe, ----- | 3 | 234 | 4 | 154 | 1 | 157 | 8 | 545 | |
| 46 Montgomery, ----- | 25 | 2,728 | 33 | 2,193 | 50 | 2,649 | 108 | 7,570 | |
| 47 Montour, ----- | 1 | 101 | ----- | 86 | ----- | 106 | 1 | 293 | |
| 48 Northampton, ----- | 39 | 3,270 | 56 | 2,931 | 77 | 4,234 | 172 | 18,435 | |
| 49 Northumberland, ----- | 62 | 3,424 | 64 | 3,000 | 78 | 3,636 | 204 | 9,460 | |
| 50 Perry, ----- | 7 | 229 | 5 | 179 | 10 | 192 | 22 | 609 | |
| 51 Philadelphia, ----- | 263 | 22,723 | 255 | 19,967 | 342 | 22,451 | 863 | 65,141 | |
| 52 Pike, ----- | ----- | 38 | ----- | 47 | 2 | 45 | 2 | 130 | |
| 53 Potter, ----- | 3 | 291 | 2 | 301 | 2 | 290 | 7 | 882 | |
| 54 Schuylkill, ----- | 147 | 6,763 | 147 | 5,319 | 167 | 5,910 | 461 | 17,992 | |
| 55 Snyder, ----- | ----- | 27 | ----- | 21 | ----- | 21 | ----- | 69 | |
| 56 Somerset, ----- | 45 | 1,757 | 52 | 1,768 | 41 | 1,847 | 138 | 5,372 | |
| 57 Sullivan, ----- | 2 | 230 | 5 | 166 | 2 | 174 | 9 | 576 | |
| 58 Susquehanna, ----- | 4 | 294 | 6 | 253 | 8 | 267 | 18 | 814 | |
| 59 Tioga, ----- | 7 | 447 | 5 | 306 | 6 | 296 | 18 | 1,049 | |
| 60 Union, ----- | 1 | 68 | ----- | 63 | 3 | 41 | 4 | 172 | |
| 61 Venango, ----- | 15 | 1,040 | 11 | 912 | 14 | 867 | 40 | 2,819 | |
| 62 Warren, ----- | 12 | 561 | 6 | 444 | 10 | 507 | 28 | 1,512 | |
| 63 Washington, ----- | 106 | 5,338 | 67 | 4,467 | 135 | 5,562 | 308 | 15,367 | |
| 64 Wayne, ----- | 3 | 245 | 4 | 159 | 3 | 210 | 10 | 614 | |
| 65 Westmoreland, ----- | 109 | 8,155 | 119 | 7,263 | 144 | 8,646 | 372 | 24,064 | |
| 66 Wyoming, ----- | 1 | 118 | 1 | 93 | 2 | 84 | 4 | 295 | |
| 67 York, ----- | 17 | 1,745 | 11 | 1,183 | 15 | 1,170 | 43 | 4,098 | |
| Total, ----- | 2,528 | 172,451 | 2,569 | 149,975 | 3,403 | 181,441 | 8,500 | 563,867 | |

DEPARTMENT OF LABOR AND INDUSTRY. BUREAU OF WORKMEN'S COMPENSATION

TABLE NO. 7.

This table shows a summary of the All Accident Fatal cases reported to the Workmen's Compensation Bureau during the year 1920, classified by COUNTY and Class of Industry. Totals for the previous years are also given.

| COUNTIES | | Industrial | Public Service | Mines | 1920 | 1919 | 1918 | 1917 | 1916 | Grand Totals. |
|---------------|-----------------------|------------|----------------|-------|-------|-------|-------|-------|-------|---------------|
| 1 | Adams, ----- | 3 | | | 3 | 1 | 1 | | | 5 |
| 2 | Allegheny, ----- | 175 | 110 | 60 | 345 | 364 | 618 | 502 | 397 | 2,226 |
| 3 | Armstrong, ----- | 16 | 2 | 9 | 27 | 25 | 45 | 24 | 25 | 146 |
| 4 | Beaver, ----- | 28 | 16 | 1 | 45 | 31 | 46 | 50 | 17 | 189 |
| 5 | Bedford, ----- | 5 | | 2 | 7 | 5 | 14 | 8 | 7 | 41 |
| 6 | Berks, ----- | 21 | 10 | | 31 | 32 | 32 | 45 | 25 | 165 |
| 7 | Blair, ----- | 11 | 20 | | 31 | 32 | 37 | 34 | 31 | 165 |
| 8 | Bradford, ----- | 1 | 1 | | 2 | 6 | 6 | 6 | 6 | 26 |
| 9 | Bucks, ----- | 5 | 5 | | 10 | 27 | 35 | 14 | 1 | 87 |
| 10 | Butler, ----- | 11 | 3 | 10 | 24 | 12 | 10 | 20 | 22 | 88 |
| 11 | Cambria, ----- | 34 | 20 | 56 | 110 | 97 | 124 | 104 | 105 | 540 |
| 12 | Cameron, ----- | 8 | 1 | | 9 | 3 | 9 | 8 | 25 | 54 |
| 13 | Carbon, ----- | 3 | 8 | 16 | 27 | 29 | 35 | 18 | 22 | 131 |
| 14 | Centre, ----- | 4 | 2 | 7 | 13 | 4 | 14 | 7 | 13 | 51 |
| 15 | Chester, ----- | 15 | 18 | | 33 | 39 | 27 | 28 | 23 | 150 |
| 16 | Clarion, ----- | 2 | 5 | 3 | 10 | 7 | 12 | 5 | 3 | 37 |
| 17 | Clearfield, ----- | 7 | 4 | 20 | 31 | 25 | 36 | 36 | 32 | 160 |
| 18 | Clinton, ----- | 1 | 3 | | 4 | 7 | 13 | 6 | 11 | 41 |
| 19 | Columbia, ----- | 3 | 2 | 1 | 6 | 10 | 13 | 11 | 5 | 45 |
| 20 | Crawford, ----- | 3 | 3 | | 6 | 5 | 11 | 8 | 7 | 37 |
| 21 | Cumberland, ----- | 2 | 6 | | 8 | 6 | 10 | 4 | 10 | 38 |
| 22 | Dauphin, ----- | 19 | 22 | 7 | 48 | 36 | 74 | 58 | 62 | 278 |
| 23 | Delaware, ----- | 55 | 7 | | 62 | 66 | 130 | 115 | 42 | 415 |
| 24 | Elk, ----- | 2 | | 2 | 4 | 14 | 14 | 9 | 13 | 48 |
| 25 | Erie, ----- | 23 | 16 | | 33 | 20 | 36 | 33 | 33 | 159 |
| 26 | Fayette, ----- | 12 | 13 | 98 | 123 | 122 | 148 | 135 | 101 | 629 |
| 27 | Forest, ----- | | | | | 1 | 4 | 3 | 2 | 10 |
| 28 | Franklin, ----- | | 4 | | 4 | 6 | 5 | 4 | 4 | 28 |
| 29 | Fulton, ----- | | | | | | | | | |
| 30 | Greene, ----- | 1 | 2 | 10 | 13 | 10 | 9 | 13 | 3 | 48 |
| 31 | Huntingdon, ----- | 2 | 1 | 2 | 5 | 16 | 9 | 11 | 10 | 51 |
| 32 | Indiana, ----- | 6 | 4 | 30 | 40 | 39 | 54 | 52 | 86 | 270 |
| 33 | Jefferson, ----- | 4 | | 17 | 21 | 10 | 33 | 23 | 12 | 90 |
| 34 | Juniata, ----- | 1 | 2 | | 3 | 4 | 2 | | 5 | 14 |
| 35 | Lackawanna, ----- | 5 | 27 | 115 | 147 | 160 | 169 | 178 | 147 | 800 |
| 36 | Lancaster, ----- | 2 | 12 | | 14 | 19 | 12 | 17 | 26 | 89 |
| 37 | Lawrence, ----- | 19 | 8 | | 27 | 19 | 19 | 38 | 21 | 124 |
| 38 | Lebanon, ----- | 14 | 5 | | 19 | 7 | 14 | 19 | 13 | 72 |
| 39 | Lehigh, ----- | 19 | 6 | | 25 | 24 | 32 | 29 | 21 | 132 |
| 40 | Luzerne, ----- | 15 | 16 | 194 | 225 | 316 | 299 | 255 | 278 | 1,371 |
| 41 | Lycoming, ----- | 10 | 4 | | 14 | 10 | 21 | 14 | 14 | 73 |
| 42 | McKean, ----- | 6 | | | 6 | 11 | 4 | 12 | 8 | 41 |
| 43 | Mercer, ----- | 26 | 3 | 3 | 32 | 21 | 39 | 33 | 21 | 146 |
| 44 | Mifflin, ----- | 5 | 1 | | 6 | 18 | 16 | 14 | 16 | 70 |
| 45 | Monroe, ----- | 3 | | | 3 | 4 | 1 | 2 | 3 | 13 |
| 46 | Montgomery, ----- | 15 | 10 | | 25 | 33 | 50 | 53 | 63 | 224 |
| 47 | Montour, ----- | 1 | | | 1 | | | 2 | | 3 |
| 48 | Northampton, ----- | 32 | 7 | | 39 | 56 | 77 | 85 | 87 | 346 |
| 49 | Northumberland, ----- | 7 | 8 | 47 | 62 | 64 | 78 | 59 | 65 | 327 |
| 50 | Perry, ----- | 4 | 3 | | 7 | 5 | 10 | 1 | 4 | 27 |
| 51 | Philadelphia, ----- | 172 | 94 | | 266 | 255 | 342 | 355 | 314 | 1,532 |
| 52 | Pike, ----- | | | | | | 2 | | 5 | 7 |
| 53 | Potter, ----- | 3 | | | 3 | 2 | 2 | 2 | 6 | 15 |
| 54 | Schuylkill, ----- | 8 | 11 | 128 | 147 | 147 | 167 | 182 | 163 | 806 |
| 55 | Snyder, ----- | | | | | | | | 1 | 1 |
| 56 | Somerset, ----- | 1 | 5 | 39 | 45 | 52 | 41 | 33 | 30 | 231 |
| 57 | Sullivan, ----- | | | 2 | 2 | 5 | 2 | 1 | 3 | 13 |
| 58 | Susquehanna, ----- | 1 | 1 | 2 | 4 | 6 | 8 | 5 | 6 | 29 |
| 59 | Tioga, ----- | 5 | 1 | 1 | 7 | 5 | 6 | 6 | 8 | 32 |
| 60 | Union, ----- | 1 | | | 1 | | 3 | 2 | 1 | 7 |
| 61 | Venango, ----- | 11 | 4 | | 15 | 11 | 14 | 12 | 10 | 62 |
| 62 | Warren, ----- | 8 | 4 | | 12 | 6 | 10 | 8 | 5 | 41 |
| 63 | Washington, ----- | 17 | 17 | 72 | 106 | 67 | 135 | 120 | 62 | 490 |
| 64 | Wayne, ----- | 1 | | 2 | 3 | 4 | 3 | 4 | 6 | 20 |
| 65 | Westmoreland, ----- | 23 | 23 | 63 | 109 | 119 | 144 | 129 | 88 | 589 |
| 66 | Wyoming, ----- | 1 | | | 1 | 1 | 2 | | 1 | 5 |
| 67 | York, ----- | 11 | 6 | | 17 | 11 | 15 | 14 | 11 | 68 |
| TOTALS, ----- | | 929 | 580 | 1,019 | 2,528 | 2,569 | 3,403 | 3,072 | 2,670 | 14,242 |

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION

DIGEST OF COMPENSATION STATISTICS

This group of tables shows by class of industry and summary as well, the number of accidents, number of agreements and awards, amount of compensation incurred for the various years as well as the grand total.

Loss of members and compensation incurred for these losses is shown by year and total.

BUILDING AND CONTRACTING.

| | Year | Number of Agreements and Awards | | Compensation Incurred | |
|---------------|--------|---------------------------------|--------|-----------------------|--|
| | | Accidents | Awards | | |
| Fatal Cases | 1916 | 186 | 123 | \$247,867.00 | |
| | 1917 | 185 | 140 | 225,961.00 | |
| | 1918 | 221 | 180 | 405,283.00 | |
| | 1919 | 127 | 150 | 297,070.00 | |
| | 1920 | 218 | 192 | 455,650.00 | |
| | Totals | 937 | 785 | \$1,631,831.00 | |
| Serious Cases | 1916 | 3,762 | 4,945 | \$305,442.00 | |
| | 1917 | 6,220 | 3,473 | 180,364.00 | |
| | 1918 | 3,069 | 4,004 | 393,967.00 | |
| | 1919 | 2,274 | 3,332 | 295,580.00 | |
| | 1920 | 7,826 | 5,339 | 521,249.00 | |
| | Totals | 23,151 | 21,093 | \$1,696,602.00 | |

| | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
|-------------|--------|-------|-------|-------|-------|--------|
| Minor Cases | 11,198 | 6,979 | 5,900 | 5,808 | 4,876 | 34,761 |

| | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
|----------------------|--------|--------|-------|-------|--------|--------------|
| Summary of Accidents | | | | | | |
| Fatal Cases | 186 | 185 | 221 | 127 | 218 | 937 |
| Serious Cases | 3,762 | 6,220 | 3,069 | 2,274 | 7,826 | 23,151 |
| Minor Cases, | 11,198 | 6,979 | 5,900 | 5,808 | 4,876 | 34,761 |
| Totals | 15,146 | 13,384 | 9,190 | 8,209 | 12,920 | 58,849 |

| Loss of parts and Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
|-----------------------------------|--------|----------|----------|-----------|----------|-----------|--------------|
| Legs. | Number | 6 | 4 | 8 | 5 | 13 | 36 |
| | Amount | \$9,302 | \$7,560 | \$15,861 | \$9,856 | \$23,066 | \$65,645 |
| Arms. | Number | 3 | 1 | 9 | 6 | 10 | 29 |
| | Amount | \$4,549 | \$2,150 | \$17,794 | \$11,033 | \$20,109 | \$55,635 |
| Hands. | Number | 3 | 1 | 7 | 11 | 16 | 38 |
| | Amount | \$3,882 | \$1,750 | \$11,236 | \$17,967 | \$29,816 | \$64,651 |
| Feet. | Number | ----- | 5 | 13 | 6 | 17 | 41 |
| | Amount | ----- | \$8,334 | \$18,304 | \$ 7,988 | \$26,456 | \$61,082 |
| Eyes. | Number | 23 | 16 | 53 | 29 | 56 | 177 |
| | Amount | \$21,988 | \$25,164 | \$63,215 | \$36,954 | \$76,556 | \$223,877 |
| Total Number | | 35 | 27 | 90 | 57 | 112 | 321 |
| Total Amount | | \$39,721 | \$44,958 | \$126,410 | \$83,798 | \$176,003 | \$470,890 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

CHEMICALS AND ALLIED PRODUCTS.

| | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred | | |
|--------------------------------------|----------|------------------------|-----------------------------|--------------------------|----------|-----------------|
| Fatal Cases | 1916 | 104 | 57 | \$144,254.00 | | |
| | 1917 | 95 | 119 | 211,352.00 | | |
| | 1918 | 169 | 156 | 378,202.00 | | |
| | 1919 | 43 | 74 | 159,320.00 | | |
| | 1920 | 62 | 48 | 132,757.00 | | |
| | Totals | 473 | 454 | \$1,025,885.00 | | |
| Serious Cases | 1916 | 1,089 | 1,175 | \$59,996.00 | | |
| | 1917 | 1,254 | 744 | 41,852.00 | | |
| | 1918 | 979 | 1,299 | 102,677.00 | | |
| | 1919 | 613 | 917 | 96,035.00 | | |
| | 1920 | 1,521 | 1,180 | 88,535.00 | | |
| | Totals | 5,456 | 5,315 | \$389,095.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
| | 4,725 | 2,086 | 1,891 | 1,618 | 1,050 | 11,370 |
| Summary of
Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Fatal Cases | 104 | 95 | 169 | 43 | 62 | 473 |
| Serious Cases | 1,089 | 1,254 | 979 | 613 | 1,521 | 5,456 |
| Minor Cases | 4,725 | 2,086 | 1,891 | 1,618 | 1,050 | 11,370 |
| Totals | 5,918 | 3,435 | 3,039 | 2,274 | 2,633 | 17,299 |
| Loss of parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Legs | Number | 1 | 2 | 2 | 3 | 8 |
| | Amount | \$1,305 | \$2,715 | \$3,266 | \$6,450 | \$13,736 |
| Arms | Number | 1 | 3 | 4 | 2 | 10 |
| | Amount | \$1,560 | \$6,450 | \$8,000 | \$4,730 | \$21,340 |
| Hands | Number | 2 | 7 | 7 | 2 | 26 |
| | Amount | \$2,588 | \$11,561 | \$10,157 | \$11,642 | \$39,378 |
| Feet | Number | | 3 | 3 | 2 | 8 |
| | Amount | | \$4,321 | \$4,277 | \$1,970 | \$10,569 |
| Eyes | Number | 10 | 18 | 14 | 13 | 65 |
| | Amount | \$9,560 | \$21,685 | \$19,151 | \$18,793 | \$79,120 |
| Total Number | 12 | 19 | 34 | 30 | 22 | 117 |
| Total Amount | \$12,148 | \$24,357 | \$45,329 | \$46,936 | \$35,373 | \$164,142 |

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION

CLAY, GLASS AND STONE PRODUCTS

| | Year | Number of
Accidents | Agreements and
Awards | Compensation
Incurred. |
|---------------|--------|------------------------|--------------------------|---------------------------|
| Fatal Cases | 1916 | 45 | 36 | \$74,294.00 |
| | 1917 | 46 | 26 | 52,904.00 |
| | 1918 | 40 | 33 | 95,443.00 |
| | 1919 | 40 | 48 | 130,399.00 |
| | 1920 | 58 | 56 | 184,541.00 |
| | Totals | 229 | 199 | \$537,581.00 |
| Serious Cases | 1916 | 1,232 | 1,638 | \$85,488.00 |
| | 1917 | 2,042 | 1,198 | 65,681.00 |
| | 1918 | 1,111 | 1,754 | 109,053.00 |
| | 1919 | 750 | 1,291 | 111,542.00 |
| | 1920 | 2,946 | 2,063 | 136,385.00 |
| | Totals | 8,081 | 7,944 | \$508,149.00 |

| | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
|--------------------------------------|----------|----------|----------|----------|----------|-----------------|
| Minor Cases | 5,902 | 4,924 | 3,576 | 3,452 | 2,732 | 20,586 |
| Summary of
Accidents. | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Fatal Cases | 45 | 46 | 40 | 40 | 58 | 229 |
| Serious Cases | 1,232 | 2,042 | 1,111 | 750 | 2,946 | 8,081 |
| Minor Cases | 5,902 | 4,924 | 3,576 | 3,452 | 2,732 | 20,586 |
| Totals | 7,179 | 7,012 | 4,727 | 4,242 | 5,736 | 28,896 |
| Loss of parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Total |
| Legs. | Number | 1 | 3 | 1 | 4 | 9 |
| | Amount | \$1,550 | \$5,150 | \$2,150 | \$8,654 | \$17,504 |
| Arms. | Number | 2 | 2 | 4 | 3 | 16 |
| | Amount | \$3,032 | \$3,306 | \$7,847 | \$5,805 | \$23,144 |
| Hands. | Number | 4 | 3 | 9 | 11 | 31 |
| | Amount | \$5,176 | \$2,643 | \$13,327 | \$16,921 | \$41,079 |
| Feet. | Number | 2 | 6 | 6 | 2 | 16 |
| | Amount | \$2,439 | \$8,645 | \$9,000 | \$3,000 | \$23,084 |
| Eyes. | Number | 12 | 14 | 13 | 17 | 72 |
| | Amount | \$11,472 | \$15,650 | \$14,753 | \$23,487 | \$84,067 |
| Total Number | 21 | 22 | 31 | 33 | 37 | 144 |
| Total Amount | \$23,670 | \$26,749 | \$41,515 | \$47,077 | \$57,867 | \$196,878 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

CLOTHING MANUFACTURE.

| | | Number of Agreements and Awards | | | Compensation | |
|---------------|--|---------------------------------|-----------|--------|--------------|--|
| | | Year | Accidents | Awards | Incurred. | |
| Fatal Cases | | 1916 | 7 | 1 | \$2,453.00 | |
| | | 1917 | 5 | 4 | 6,212.00 | |
| | | 1918 | 2 | 1 | 2,500.00 | |
| | | 1919 | 8 | 5 | 6,440.00 | |
| | | 1920 | 8 | 4 | 10,160.00 | |
| | | Total | 30 | 15 | \$27,765.00 | |
| Serious Cases | | 1916 | 397 | 501 | \$11,521.00 | |
| | | 1917 | 563 | 350 | 9,148.00 | |
| | | 1918 | 325 | 458 | 18,023.00 | |
| | | 1919 | 186 | 336 | 17,682.00 | |
| | | 1920 | 635 | 512 | 19,104.00 | |
| | | Totals | 2106 | 2157 | \$75,478.00 | |

| | | | | | | | |
|-----------------------------------|--------|---------|---------|---------|---------|---------|--------------|
| Minor Cases | | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
| | | 1,633 | 1,084 | 780 | 722 | 568 | 4,787 |
| Summary of Accidents | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Fatal Cases | | 7 | 5 | 2 | 8 | 8 | 30 |
| Serious Cases | | 397 | 563 | 325 | 186 | 635 | 2,106 |
| Minor Cases | | 1,633 | 1,084 | 780 | 722 | 568 | 4,787 |
| Totals | | 2,037 | 1,652 | 1,107 | 916 | 1,211 | 6,923 |
| Loss of Parts and Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Legs | Number | | | | 1 | | 1 |
| | Amount | | | | \$1,290 | | \$1,290 |
| Arms | Number | | 1 | | | | 1 |
| | Amount | | \$1,075 | | | | \$1,075 |
| Hands | Number | | | | 1 | 1 | 2 |
| | Amount | | | | \$1,010 | \$1,575 | \$2,585 |
| Feet | Number | | | | | | |
| | Amount | | | | | | |
| Eyes | Number | 2 | 1 | 4 | 2 | | 9 |
| | Amount | \$1,912 | \$937 | \$3,937 | \$2,368 | | \$9,154 |
| Total Number | | 2 | 2 | 4 | 4 | 1 | 13 |
| Total Amount | | \$1,912 | \$2,012 | \$3,937 | \$4,668 | \$1,575 | \$14,104 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

FOOD AND KINDRED PRODUCTS

| | | Year | Number of Agreements and Awards | | Compensation Incurred. | | |
|-----------------------------------|--------|----------|---------------------------------|----------|------------------------|----------|--------------|
| | | 1916 | 34 | 19 | \$39,822.00 | | |
| | | 1917 | 36 | 24 | 44,890.00 | | |
| | | 1918 | 32 | 29 | 66,086.00 | | |
| Fatal Cases | | 1919 | 26 | 33 | 66,971.00 | | |
| | | 1920 | 32 | 24 | 38,731.00 | | |
| | | Totals | 160 | 129 | \$256,500.00 | | |
| | | 1916 | 1,132 | 1,423 | \$60,765.00 | | |
| | | 1917 | 1,669 | 994 | 39,379.00 | | |
| | | 1918 | 963 | 1,269 | 79,818.00 | | |
| Serious Cases | | 1919 | 891 | 1,262 | 96,842.00 | | |
| | | 1920 | 2,040 | 1,512 | 120,098.00 | | |
| | | Totals | 6,695 | 6,460 | \$396,902.00 | | |
| | | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
| Minor Cases | | 3,935 | 2,595 | 1,996 | 2,302 | 1,246 | 12,074 |
| Summary of Accidents | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Fatal Cases | | 34 | 36 | 32 | 26 | 32 | 160 |
| Serious Cases | | 1,132 | 1,669 | 963 | 891 | 2,040 | 6,695 |
| Minor Cases | | 3,935 | 2,595 | 1,996 | 2,302 | 1,246 | 12,074 |
| Totals | | 5,101 | 4,300 | 2,991 | 3,219 | 3,318 | 18,929 |
| Loss of Parts and Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Legs | Number | 1 | ----- | 1 | 1 | 5 | 8 |
| | Amount | \$1,550 | ----- | \$3,750 | \$1,473 | \$10,293 | \$17,066 |
| Arms. | Number | 1 | 4 | 1 | 1 | 2 | 9 |
| | Amount | \$1,516 | \$6,661 | \$2,150 | \$2,111 | \$4,300 | \$16,738 |
| Hands | Number | 5 | 4 | 15 | 19 | 14 | 57 |
| | Amount | \$6,471 | \$4,760 | \$20,342 | \$25,493 | \$24,469 | \$81,535 |
| Feet | Number | ----- | ----- | 3 | 2 | 1 | 6 |
| | Amount | ----- | ----- | \$4,111 | \$3,000 | \$1,500 | \$8,611 |
| Eyes. | Number | 4 | 2 | 1 | 8 | 9 | 24 |
| | Amount | \$3,824 | \$2,500 | \$1,052 | \$10,300 | \$10,980 | \$28,356 |
| Total Number | | 11 | 10 | 21 | 31 | 31 | 104 |
| Total Amount | | \$13,361 | \$13,921 | \$31,405 | \$42,977 | \$51,542 | \$152,306 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

LEATHER, RUBBER AND COMPOSITION GOODS.

| | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred. | | |
|--------------------------------------|----------|------------------------|-----------------------------|---------------------------|----------|-----------------|
| Fatal Cases | 1916 | 14 | 7 | \$16,263.00 | | |
| | 1917 | 7 | 3 | 298.00 | | |
| | 1918 | 8 | 8 | 16,256.00 | | |
| | 1919 | 10 | 11 | 28,219.00 | | |
| | 1920 | 15 | 11 | 36,644.00 | | |
| | Totals | 54 | 40 | \$97,680.00 | | |
| Serious Cases | 1916 | 368 | 504 | \$22,574.00 | | |
| | 1917 | 659 | 435 | 20,851.00 | | |
| | 1918 | 368 | 514 | 29,366.00 | | |
| | 1919 | 303 | 543 | 40,869.00 | | |
| | 1920 | 1,023 | 850 | 70,548.00 | | |
| | Totals | 2,721 | 2,846 | \$184,208.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
| | 1,947 | 1,273 | 1,048 | 1,342 | 892 | 6,502 |
| Summary of
Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Fatal Cases | 14 | 7 | 8 | 10 | 15 | 54 |
| Serious Cases | 368 | 659 | 368 | 303 | 1023 | 2,721 |
| Minor Cases | 1,947 | 1,273 | 1,048 | 1,342 | 892 | 6,502 |
| Totals | 2,329 | 1,939 | 1,424 | 1,655 | 1,930 | 9,277 |
| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Legs | Number | | | 1 | | 1 |
| | Amount | | | \$1,757 | | \$1,757 |
| Arms | Number | 2 | | 2 | 1 | 5 |
| | Amount | \$3,071 | | \$4,300 | \$2,516 | \$9,887 |
| Hands | Number | 7 | 7 | 5 | 6 | 41 |
| | Amount | \$9,050 | \$7,219 | \$7,049 | \$9,052 | \$30,840 |
| Feet | Number | | | 1 | 1 | 3 |
| | Amount | | | \$1,500 | \$969 | \$1,620 |
| Eyes | Number | 1 | 1 | 1 | 3 | 9 |
| | Amount | \$956 | \$1,034 | \$1,250 | \$3,334 | \$3,726 |
| Total Number | 8 | 10 | 7 | 13 | 21 | 59 |
| Total Amount | \$10,015 | \$11,324 | \$9,799 | \$19,412 | \$38,702 | \$89,252 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

LIQUORS AND BEVERAGES.

| | Year | Number of | | Agreements and | | Compensation | |
|---------------|--------|-----------|--------|----------------|--|--------------|--|
| | | Accidents | Awards | Incurred | | | |
| Fatal Cases | 1916 | 12 | 12 | \$2,385.00 | | | |
| | 1917 | 7 | 3 | 5,580.00 | | | |
| | 1918 | 19 | 16 | 46,951.00 | | | |
| | 1919 | 8 | 14 | 38,110.00 | | | |
| | 1920 | 2 | 5 | 11,906.00 | | | |
| | Totals | 48 | 50 | \$134,932.00 | | | |
| Serious Cases | 1916 | 422 | 530 | \$29,520.00 | | | |
| | 1917 | 598 | 380 | 16,979.00 | | | |
| | 1918 | 291 | 404 | 27,868.00 | | | |
| | 1919 | 169 | 295 | 20,509.00 | | | |
| | 1920 | 306 | 242 | 30,660.00 | | | |
| | Totals | 1,786 | 1,851 | \$125,536.00 | | | |

| | 1916 | 1917 | 1918 | 1919 | 1920 | Total |
|-------------------|--------|---------|---------|---------|---------|----------|
| Minor Cases | 1,248 | 848 | 567 | 512 | 169 | 3,344 |
| Summary of | | | | | | Grand |
| Accidents | 12 | 7 | 19 | 8 | 2 | Totals |
| Fatal Cases | 422 | 598 | 291 | 169 | 306 | 48 |
| Serious Cases | 1,248 | 848 | 567 | 512 | 169 | 1,786 |
| Minor Cases | | | | | | 3,344 |
| Totals. | 1,682 | 1,453 | 877 | 689 | 477 | 5,178 |
| Loss of parts and | | | | | | Grand |
| Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| Legs | Number | | | | 1 | 1 |
| | Amount | | | | \$2,042 | \$2,042 |
| Arms | Number | 1 | | 1 | | 2 |
| | Amount | \$1,516 | | \$2,010 | | \$3,526 |
| Hands | Number | 1 | 1 | 1 | 2 | 5 |
| | Amount | \$1,294 | \$1,662 | \$1,570 | \$3,500 | \$8,026 |
| Feet | Number | | 1 | | 1 | 2 |
| | Amount | | \$1,431 | | \$1,800 | \$3,231 |
| Eyes | Number | 2 | 5 | 6 | 1 | 9 |
| | Amount | \$1,912 | \$4,661 | \$6,560 | \$1,250 | \$11,295 |
| Total Number | | 4 | 6 | 7 | 3 | 13 |
| Total Amount | | \$4,722 | \$6,092 | \$8,222 | \$4,830 | \$18,637 |
| | | | | | | \$42,503 |

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION
LUMBER AND ITS REMANUFACTURE.

| | | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred | |
|---------------|--|---------|------------------------|-----------------------------|--------------------------|--|
| Fatal Cases | | 1916 | 33 | 27 | \$47,804.00 | |
| | | 1917 | 35 | 24 | 41,205.00 | |
| | | 1918 | 22 | 18 | 22,644.00 | |
| | | 1919 | 31 | 29 | 69,697.00 | |
| | | 1920 | 34 | 35 | 83,264.00 | |
| | | Totals | 155 | 133 | \$264,614.00 | |
| Serious Cases | | 1916 | 1,449 | 1,832 | \$69,878.00 | |
| | | 1917 | 2,089 | 1,212 | 53,489.00 | |
| | | 1918 | 1,114 | 1,635 | 94,839.00 | |
| | | 1919 | 974 | 1,490 | 100,351.00 | |
| | | 1920 | 2,345 | 1,927 | 158,751.00 | |
| | | Totals. | 7,971 | 8,105 | \$477,308.00 | |

| | | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
|--------------------------------------|--------|----------|----------|----------|----------|----------|------------------|
| Minor Cases | | 3,473 | 2,309 | 1,982 | 2,145 | 1,214 | 11,123 |
| Summary of
Accidents | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals. |
| Fatal Cases | | 33 | 35 | 22 | 31 | 34 | 155 |
| Serious Cases | | 1,449 | 2,089 | 1,144 | 974 | 2,345 | 7,971 |
| Minor Cases | | 3,473 | 2,309 | 1,982 | 2,145 | 1,214 | 11,123 |
| Totals | | 4,955 | 4,433 | 3,118 | 3,150 | 3,593 | 19,249 |
| Loss of Parts and
Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Legs. | Number | ----- | 1 | ----- | 1 | 3 | 5 |
| | Amount | ----- | \$1,241 | ----- | \$2,150 | \$4,609 | \$8,000 |
| Arms. | Number | 1 | 1 | 1 | ----- | ----- | 3 |
| | Amount | \$1,510 | \$1,774 | \$1,935 | ----- | ----- | \$5,225 |
| Hands. | Number | 3 | 7 | 14 | 15 | 20 | 59 |
| | Amount | \$3,882 | \$10,948 | \$19,464 | \$20,443 | \$36,116 | \$90,853 |
| Feet. | Number | ----- | ----- | 1 | 1 | 2 | 4 |
| | Amount | ----- | ----- | \$1,350 | \$457 | \$2,250 | \$4,057 |
| Eyes. | Number | 8 | 9 | 15 | 17 | 11 | 60 |
| | Amount | \$7,648 | \$8,092 | \$13,528 | \$16,905 | \$14,771 | \$60,944 |
| Total Number | | 12 | 18 | 31 | 34 | 36 | 131 |
| Total Amount | | \$13,046 | \$22,055 | \$36,277 | \$39,955 | \$57,746 | \$169,079 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

PAPER AND PRINTING INDUSTRY.

| | | Number of Agreements and Awards | | Compensation Incurred. | | | |
|-----------------------------------|--------|---------------------------------|----------|------------------------|----------|----------|--------------|
| Year | | Accidents | Awards | | | | |
| Fatal Cases | 1916 | 23 | 14 | \$28,705.00 | | | |
| | 1917 | 23 | 15 | 20,983.00 | | | |
| | 1918 | 22 | 21 | 41,049.00 | | | |
| | 1919 | 19 | 14 | 31,328.00 | | | |
| | 1920 | 12 | 17 | 34,725.00 | | | |
| | Totals | 99 | 81 | \$156,790.00 | | | |
| Serious Cases | 1916 | 797 | 848 | \$45,203.00 | | | |
| | 1917 | 937 | 543 | 24,627.00 | | | |
| | 1918 | 561 | 812 | 44,731.00 | | | |
| | 1919 | 420 | 683 | 48,734.00 | | | |
| | 1920 | 1,407 | 1,018 | 66,826.00 | | | |
| | Totals | 4,122 | 3,904 | \$230,121.00 | | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals | |
| | 2,694 | 1,574 | 1,295 | 1,458 | 950 | 7,971 | |
| Summary of Accidents | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Fatal Cases | | 23 | 23 | 22 | 19 | 12 | 99 |
| Serious Cases | | 797 | 937 | 561 | 420 | 1,407 | 4,122 |
| Minor Cases | | 2,694 | 1,574 | 1,295 | 1,458 | 950 | 7,971 |
| Totals | | 3,514 | 2,534 | 1,878 | 1,897 | 2,369 | 12,192 |
| Loss of Parts and Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Legs | Number | | | | 2 | 1 | 3 |
| | Amount | | | | \$4,085 | \$2,150 | \$6,235 |
| Arms | Number | 2 | 3 | 2 | 2 | 1 | 10 |
| | Amount | \$3,033 | \$4,415 | \$3,225 | \$4,300 | \$2,580 | \$17,553 |
| Hands | Number | 6 | 4 | 10 | 7 | 10 | 37 |
| | Amount | \$7,765 | \$5,255 | \$13,813 | \$9,577 | \$18,847 | \$55,257 |
| Feet | Number | | 1 | | 1 | | 2 |
| | Amount | | \$1,500 | | \$1,040 | | \$2,540 |
| Eyes | Number | 1 | 3 | 2 | 2 | 5 | 13 |
| | Amount | \$256 | \$2,958 | \$1,987 | \$2,419 | \$6,279 | \$14,549 |
| Total Number | | 9 | 11 | 14 | 14 | 17 | 65 |
| Total Amount | | \$11,754 | \$14,128 | \$18,975 | \$21,421 | \$29,856 | \$96,134 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

TEXTILES.

| | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred. | | |
|--------------------------------------|----------|------------------------|-----------------------------|---------------------------|----------|-----------------|
| Fatal Cases | 1916 | 18 | 12 | \$25,458.00 | | |
| | 1917 | 15 | 13 | 15,979.00 | | |
| | 1918 | 16 | 13 | 19,451.00 | | |
| | 1919 | 18 | 18 | 41,481.00 | | |
| | 1920 | 9 | 14 | 29,098.00 | | |
| | Totals | 76 | 70 | \$131,467.00 | | |
| Serious Cases | 1916 | 749 | 1,007 | \$46,297.00 | | |
| | 1917 | 1,143 | 685 | 27,094.00 | | |
| | 1918 | 677 | 956 | 55,470.00 | | |
| | 1919 | 485 | 788 | 49,381.00 | | |
| | 1920 | 1,339 | 1,122 | 82,139.00 | | |
| | Totals | 4,393 | 4,568 | \$260,381.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | 3,121 | 1,987 | 1,516 | 1,581 | 996 | 9,201 |
| Summary of
Accidents. | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Fatal Cases | 18 | 15 | 16 | 18 | 9 | 76 |
| Serious Cases | 749 | 1,143 | 677 | 485 | 1,339 | 4,393 |
| Minor Cases | 3,121 | 1,987 | 1,516 | 1,581 | 996 | 9,201 |
| Totals | 3,888 | 3,145 | 2,209 | 2,984 | 2,344 | 13,670 |
| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Total |
| Legs. | Number | | | 1 | 1 | 2 |
| | Amount | | | \$1,559 | \$1,075 | \$2,634 |
| Arms. | Number | 2 | 2 | 1 | 2 | 7 |
| | Amount | \$2,734 | \$3,762 | \$2,146 | \$4,057 | \$12,699 |
| Hands. | Number | 7 | 11 | 7 | 9 | 38 |
| | Amount | \$9,059 | \$17,511 | \$7,759 | \$16,520 | \$55,754 |
| Feet. | Number | 1 | | | 1 | 3 |
| | Amount | \$1,220 | \$900 | | \$1,800 | \$3,920 |
| Eyes. | Number | 2 | 5 | 3 | 5 | 16 |
| | Amount | \$1,912 | \$4,547 | \$3,613 | \$6,790 | \$17,863 |
| Total Number | 10 | 8 | 18 | 12 | 18 | 66 |
| Total Amount | \$12,191 | \$25,820 | \$15,077 | \$20,152 | \$92,810 | |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

LAUNDRIES.

| | Number of Agreements and Awards | | | | Compensation | |
|-----------------------------------|---------------------------------|-----------|---------|-------------|--------------|--------------|
| | Year | Accidents | Awards | Incurred. | | |
| Fatal Cases | 1916 | 1 | 1 | \$712.00 | | |
| | 1917 | 3 | 1 | 1,600.00 | | |
| | 1918 | 2 | | | | |
| | 1919 | 1 | 1 | 100.00 | | |
| | 1920 | | | | | |
| | Totals | 7 | 3 | \$2,412.00 | | |
| Serious Cases | 1916 | 95 | 115 | \$9,819.00 | | |
| | 1917 | 152 | 92 | 6,222.00 | | |
| | 1918 | 91 | 118 | 9,294.00 | | |
| | 1919 | 51 | 33 | 8,451.00 | | |
| | 1920 | 110 | 85 | 9,511.00 | | |
| | Totals | 499 | 462 | \$43,297.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | 340 | 192 | 140 | 101 | 51 | 824 |
| Summary of Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Fatal Cases | 1 | 3 | 2 | 1 | | 7 |
| Serious Cases | 95 | 152 | 91 | 51 | 110 | 499 |
| Minor Cases | 340 | 192 | 140 | 101 | 51 | 824 |
| Totals | 436 | 347 | 233 | 153 | 161 | 1,330 |
| Loss of Parts and Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Total |
| Legs. | Number | | | | | |
| | Amount | | | | | |
| Arms. | Number | 1 | | | | 1 |
| | Amount | \$1,137 | | | | \$1,137 |
| Hands. | Number | 4 | 2 | 4 | 2 | 12 |
| | Amount | \$5,177 | \$1,662 | \$3,700 | \$4,360 | \$14,929 |
| Feet. | Number | | | | 1 | 1 |
| | Amount | | | | \$1,800 | \$1,800 |
| Eyes. | Number | 1 | 1 | | | 2 |
| | Amount | \$1,125 | \$1,250 | | | \$2,375 |
| Total Number | 4 | 4 | 1 | 4 | 3 | 16 |
| Total Amount | \$5,177 | \$3,924 | \$1,250 | \$3,700 | \$6,190 | \$20,241 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

METALS AND METAL PRODUCTS.

| | | Number of | | Agreements | Compensation | | |
|-------------------|--------|-----------|-----------|---------------|----------------|-----------|-----------------|
| | | Year | Accidents | and
Awards | Incurred. | | |
| Fatal Cases | | 1916 | 488 | 318 | \$763,381.00 | | |
| | | 1917 | 641 | 375 | 740,548.00 | | |
| | | 1918 | 557 | 492 | 1,213,108.00 | | |
| | | 1919 | 383 | 412 | 983,997.00 | | |
| | | 1920 | 363 | 390 | 966,873.00 | | |
| | | Totals | 2,432 | 1,987 | \$4,667,907.00 | | |
| Serious Cases | | 1916 | 18,563 | 23,386 | \$1,116,942.00 | | |
| | | 1917 | 24,822 | 16,612 | 821,154.00 | | |
| | | 1918 | 15,091 | 21,730 | 1,455,173.00 | | |
| | | 1919 | 9,375 | 15,734 | 1,350,213.00 | | |
| | | 1920 | 25,916 | 20,096 | 1,587,898.00 | | |
| | | Totals | 93,767 | 98,458 | \$6,331,380.00 | | |
| Minor Cases | | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | | 76,985 | 49,668 | 41,486 | 30,800 | 23,514 | 222,403 |
| Summary of | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Accidents | | | | | | | |
| Fatal Cases | | | | | | | |
| Serious Cases | | | | | | | |
| Minor Cases | | 488 | 641 | 557 | 383 | 363 | 2,432 |
| | | 18,563 | 24,822 | 15,091 | 9,375 | 25,916 | 93,767 |
| | | 76,985 | 49,668 | 41,486 | 30,800 | 23,514 | 222,403 |
| Totals | | 95,986 | 75,131 | 57,134 | 40,558 | 49,793 | 318,602 |
| Loss of Parts and | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Amount Incurred | | | | | | | |
| Legs. | Number | 36 | 15 | 26 | 32 | 20 | 129 |
| | Amount | \$55,813 | \$25,429 | \$54,184 | \$64,199 | \$43,001 | \$242,626 |
| Arms. | Number | 24 | 18 | 27 | 14 | 24 | 107 |
| | Amount | \$36,393 | \$35,590 | \$48,676 | \$28,716 | \$55,344 | \$204,719 |
| Hands. | Number | 36 | 61 | 91 | 135 | 104 | 427 |
| | Amount | \$46,589 | \$89,332 | \$147,705 | \$221,738 | \$193,171 | \$698,535 |
| Feet. | Number | 15 | 23 | 47 | 52 | 44 | 181 |
| | Amount | \$18,293 | \$32,822 | \$67,042 | \$73,087 | \$73,334 | \$264,578 |
| Eyes | Number | 135 | 150 | 263 | 219 | 220 | 900 |
| | Amount | \$129,060 | \$166,834 | \$319,672 | \$265,061 | \$300,554 | \$1,181,181 |
| Total Number | | 246 | 267 | 457 | 452 | 412 | 1,834 |
| Total Amount | | \$286,148 | \$350,007 | \$637,279 | \$652,861 | \$665,404 | \$2,591,639 |

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION

MINES AND QUARRIES.

| | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred | |
|---------------|--------|------------------------|-----------------------------|--------------------------|---------|
| Fatal Cases | 1916 | 1,113 | 826 | \$2,112,867.00 | |
| | 1917 | 1,179 | 911 | 2,211,553.00 | |
| | 1918 | 1,266 | 1,157 | 3,504,220.00 | |
| | 1919 | 1,142 | 1,154 | 3,527,317.00 | |
| | 1920 | 1,019 | M 996 | M 3,070,817.00 | } Mines |
| | 1920 | 35 | Q 40 | Q 70,737.00 | |
| | Totals | 5,754 | 5,004 | \$14,497,511.00 | |
| Serious Cases | 1916 | 15,882 | 21,252 | \$1,029,856.00 | |
| | 1917 | 23,264 | 15,122 | 685,176.00 | |
| | 1918 | 15,327 | 21,994 | 1,621,529.00 | |
| | 1919 | 11,609 | 19,310 | 1,644,262.00 | |
| | 1920 | 26,664 | M 22,690 | M 1,986,369.00 | } Mines |
| | 1920 | 922 | Q 736 | Q 68,098.00 | |
| | Totals | 93,668 | 101,104 | \$7,035,290.00 | |

| | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
|-------------------------|--------|--------|--------|--------|---------------------|----------------------|
| Minor Cases | 37,962 | 33,039 | 35,290 | 32,762 | 20,104
632 | } 159,789 |
| Summary of
Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | |
| | | | | | | Grand
Totals |
| Fatal Cases | 1,113 | 1,179 | 1,266 | 1,142 | M 1,019
Q 35 | } M 5,719
Q 35 |
| Serious Cases | 15,882 | 23,264 | 15,327 | 11,609 | M 26,664
Q 922 | |
| Minor Cases | 37,962 | 33,039 | 35,290 | 32,762 | M 20,104
Q 632 | } M 159,157
Q 632 |
| Totals | 54,957 | 57,482 | 51,883 | 45,513 | M 47,787
Q 1,589 | |

| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
|--------------------------------------|-----------|-----------|-----------|-----------|------------------------|-----------------|
| Number | 28 | 19 | 44 | 28 | Mines 32
Quarries 3 | 154 |
| Legs | | | | | | |
| Amount | \$43,411 | \$28,542 | \$78,409 | \$54,666 | \$64,186 | \$275,552 |
| Arms | | | | | | |
| Number | 17 | 9 | 18 | 20 | 21 | 87 |
| Amount | \$25,779 | \$13,035 | \$34,236 | \$39,352 | \$44,473 | \$161,605 |
| Hands | | | | | | |
| Number | 19 | 27 | 61 | 48 | 55 | 210 |
| Amount | \$24,591 | \$37,390 | \$97,418 | \$80,116 | \$97,813 | \$337,328 |
| Feet | | | | | | |
| Number | 13 | 24 | 64 | 73 | 58 | 231 |
| Amount | \$15,852 | \$31,629 | \$86,861 | \$102,309 | \$93,007 | \$328,377 |
| Eyes | | | | | | |
| Number | 119 | 123 | 226 | 265 | 244 | 990 |
| Amount | \$113,764 | \$128,774 | \$277,822 | \$330,425 | \$365,555 | \$1,237,285 |
| Total Number | 196 | 202 | 413 | 434 | 410 | 1,672 |
| Total Amount | \$223,397 | \$239,370 | \$574,746 | \$606,868 | \$665,034 | \$2,340,147 |

N. B. M=Mines.
Q=Quarries.

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION

PUBLIC SERVICE.

| | Year | Number of | | Compensation | | |
|-----------------------------------|----------|-----------|-----------------------|----------------|-----------|--------------|
| | | Accidents | Agreements and Awards | Incurred | | |
| Fatal Cases | 1916 | 420 | 164 | \$371,938.00 | | |
| | 1917 | 586 | 172 | 408,064.00 | | |
| | 1918 | 745 | 259 | 570,532.00 | | |
| | 1919 | 480 | 316 | 594,743.00 | | |
| | 1920 | 535 | 177 | 489,429.00 | | |
| | Totals | 2,766 | 1,088 | \$2,434,736.00 | | |
| Serious Cases | 1916 | 9,313 | 5,290 | \$306,165.00 | | |
| | 1917 | 10,197 | 2,895 | 144,484.00 | | |
| | 1918 | 9,029 | 4,726 | 359,590.00 | | |
| | 1919 | 7,018 | 3,589 | 286,690.00 | | |
| | 1920 | 11,927 | 4,785 | 413,364.00 | | |
| | Totals | 47,484 | 21,285 | \$1,510,293.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | 26,838 | 26,770 | 22,851 | 18,527 | 16,454 | 111,440 |
| Summary of Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Fatal Cases | 420 | 586 | 745 | 480 | 535 | 2,766 |
| Serious Cases | 9,313 | 10,197 | 9,029 | 7,018 | 11,927 | 47,484 |
| Minor Cases | 26,838 | 26,770 | 22,851 | 18,527 | 16,454 | 111,440 |
| Totals | 36,571 | 37,553 | 32,625 | 26,025 | 28,916 | 161,690 |
| Loss of Parts and Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand Totals |
| Legs. Number | 15 | 9 | 18 | 8 | 10 | 60 |
| Arms. Amount | \$23,256 | \$13,100 | \$32,903 | \$16,824 | \$19,848 | \$105,931 |
| Hands. Number | 6 | 2 | 5 | 7 | 9 | 29 |
| Feet. Amount | \$9,098 | \$5,075 | \$7,813 | \$15,050 | \$18,999 | \$56,035 |
| Eyes. Number | 1 | 7 | 9 | 12 | 16 | 45 |
| Feet. Amount | \$1,294 | \$10,414 | \$12,199 | \$18,930 | \$29,356 | \$72,193 |
| Eyes. Number | 12 | 5 | 14 | 14 | 11 | 56 |
| Feet. Amount | \$14,634 | \$6,122 | \$17,824 | \$17,741 | \$17,435 | \$73,756 |
| Eyes. Number | 26 | 16 | 50 | 34 | 58 | 184 |
| Eyes. Amount | \$24,856 | \$16,654 | \$59,069 | \$40,373 | \$77,529 | \$218,481 |
| Total Number | 60 | 39 | 96 | 75 | 104 | 374 |
| Total Amount | \$73,138 | \$51,365 | \$129,808 | \$108,918 | \$163,167 | \$526,396 |

DEPARTMENT OF LABOR AND INDUSTRY.
BUREAU OF WORKMEN'S COMPENSATION

TOBACCO AND ITS PRODUCTS.

| | | Number of Agreements Compensation | | | | |
|-------------------|---------------|-----------------------------------|-----------|------------|-------------|------|
| | | Year | Accidents | and Awards | Incurred | |
| Fatal Cases | | 1916 | | | | |
| | | 1917 | 2 | | | |
| | | 1918 | 1 | 1 | \$3,794.00 | |
| | | 1919 | | 1 | 2,500.00 | |
| | | 1920 | | | | |
| | Totals | | 3 | 2 | \$6,294.00 | |
| Serious Cases | | 1916 | 52 | 73 | \$1,661.00 | |
| | | 1917 | 85 | 52 | 1,150.00 | |
| | | 1918 | 51 | 62 | 2,954.00 | |
| | | 1919 | 44 | 64 | 2,714.00 | |
| | | 1920 | 102 | 89 | 2,901.00 | |
| | Totals | | 334 | 340 | \$11,380.00 | |
| Minor Cases | | 1916 | 145 | 100 | 84 | 98 |
| | | 1917 | 100 | 84 | 98 | 114 |
| Summary of | | 1916 | 1917 | 1918 | 1919 | 1920 |
| | Accidents. | | | | | |
| | Fatal Cases | | 2 | 1 | | |
| | Serious Cases | 52 | 85 | 51 | 44 | 102 |
| | Minor Cases | 145 | 100 | 84 | 98 | 114 |
| Totals | | 197 | 187 | 136 | 142 | 216 |
| Loss of Parts and | | 1916 | 1917 | 1918 | 1919 | 1920 |
| Amount Incurred | | | | | | |
| Legs. | Number | | | | | |
| | Amount | | | | | |
| Arms: | Number | | | | | |
| | Amount | | | | | |
| Hands. | Number | | | 1 | | |
| | Amount | | | \$875 | | |
| Feet. | Number | | | | | |
| | Amount | | | | | |
| Eyes. | Number | | | | | |
| | Amount | | | | | |
| Total Number | | | | 1 | | |
| Total Amount | | | | \$875 | | |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

MISCELLANEOUS INDUSTRIES.

| | | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred | | |
|--------------------------------------|--------|----------|------------------------|-----------------------------|--------------------------|----------|-----------------|
| Fatal Cases | | 1916 | 91 | 42 | \$87,637.00 | | |
| | | 1917 | 96 | 33 | 58,109.00 | | |
| | | 1918 | 148 | 113 | 268,053.00 | | |
| | | 1919 | 121 | 108 | 212,660.00 | | |
| | | 1920 | 33 | 54 | 106,881.00 | | |
| | Totals | | 489 | 350 | \$733,340.00 | | |
| Serious Cases | | 1916 | 1,997 | 2,259 | \$105,336.00 | | |
| | | 1917 | 2,611 | 1,489 | 58,182.00 | | |
| | | 1918 | 2,518 | 2,979 | 215,899.00 | | |
| | | 1919 | 1,971 | 2,580 | 236,929.00 | | |
| | | 1920 | 1,952 | 1,495 | 135,338.00 | | |
| | Totals | | 11,049 | 10,802 | \$751,684.00 | | |
| Minor Cases | | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | | 5,089 | 3,587 | 4,160 | 4,165 | 966 | 17,967 |
| Summary of
Accidents | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Fatal Cases | | 91 | 96 | 148 | 121 | 33 | 489 |
| Serious Cases | | 1,997 | 2,611 | 2,518 | 1,971 | 1,952 | 11,049 |
| Minor Cases | | 5,089 | 3,587 | 4,160 | 4,165 | 966 | 17,967 |
| Totals | | 7,177 | 6,294 | 6,826 | 6,257 | 2,951 | 29,505 |
| Loss of Parts and
Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Legs. | Number | 2 | ----- | 4 | 5 | 1 | 12 |
| | Amount | \$3,101 | ----- | \$7,605 | \$9,174 | \$1,290 | \$21,170 |
| Arms. | Number | | ----- | 4 | 5 | 5 | 15 |
| | Amount | \$1,516 | ----- | \$8,211 | \$10,236 | \$9,572 | \$29,535 |
| Hands. | Number | 2 | 7 | 17 | 12 | 16 | 54 |
| | Amount | \$2,588 | \$6,880 | \$25,126 | \$18,936 | \$26,425 | \$79,955 |
| Feet. | Number | 1 | 2 | 4 | 5 | 3 | 15 |
| | Amount | \$1,220 | \$2,371 | \$5,640 | \$6,318 | \$4,920 | \$20,469 |
| Eyes. | Number | 11 | 7 | 26 | 49 | 6 | 99 |
| | Amount | \$10,516 | \$6,548 | \$31,140 | \$60,120 | \$8,500 | \$116,824 |
| Total Number | | 17 | 16 | 55 | 76 | 31 | 195 |
| Total Amount | | \$18,941 | \$15,799 | \$77,722 | \$104,784 | \$50,707 | \$267,953 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

HOTELS AND RESTAURANTS.

| | Year | Number of
Accidents | Agreements
and
Awards | Compensation
Incurred | | |
|--------------------------------------|--------------|------------------------|-----------------------------|--------------------------|---------|-----------------|
| Fatal Cases | 1916 | 7 | 4 | \$1,620.00 | | |
| | 1917 | 9 | 6 | 6,019.00 | | |
| | 1918 | 14 | 11 | 18,176.00 | | |
| | 1919 | 10 | 10 | 7,090.00 | | |
| | 1920 | 11 | 9 | 19,430.00 | | |
| | Totals | 51 | 40 | \$52,335.00 | | |
| Serious Cases | 1916 | 351 | 414 | \$14,326.00 | | |
| | 1917 | 457 | 273 | 10,122.00 | | |
| | 1918 | 310 | 370 | 14,814.00 | | |
| | 1919 | 192 | 254 | 14,214.00 | | |
| | 1920 | 406 | 362 | 24,153.00 | | |
| | Totals | 1,776 | 1,673 | \$77,629.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | 767 | 502 | 345 | 381 | 235 | 2,230 |
| Summary of
Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| | 7 | 9 | 14 | 10 | 11 | 51 |
| | 351 | 457 | 310 | 192 | 406 | 1,776 |
| | 767 | 502 | 345 | 381 | 235 | 2,230 |
| | Totals | 1,125 | 968 | 669 | 583 | 712 |
| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| | Number | | 1 | 2 | | 3 |
| Legs. | Amount | | \$1,075 | \$2,473 | \$323 | \$3,225 |
| | Number | | | | | |
| Arms. | Amount | | | | | |
| | Number | 1 | | 1 | 4 | 6 |
| Hands. | Amount | \$1,294 | | \$875 | \$5,307 | \$7,476 |
| | Number | | | | | |
| Feet. | Amount | | | | | |
| | Number | 1 | 2 | | 1 | 4 |
| Eyes. | Amount | \$956 | \$2,599 | | \$1,154 | \$4,709 |
| | Total Number | 2 | 2 | 1 | 3 | 5 |
| Total Amount | \$2,250 | \$2,599 | \$1,075 | \$3,348 | \$6,138 | \$15,410 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

MERCANTILE ESTABLISHMENTS.

| | Year | Number of
Accidents | Agreements
and Awards | Compensation
Incurred | | | |
|--------------------------------------|---------------|------------------------|--------------------------|--------------------------|----------|----------|----------|
| Fatal Cases | 1916 | 32 | 28 | \$37,835.00 | | | |
| | 1917 | 44 | 38 | 57,316.00 | | | |
| | 1918 | 41 | 26 | 52,890.00 | | | |
| | 1919 | 29 | 36 | 67,960.00 | | | |
| | 1920 | 27 | 24 | 31,335.00 | | | |
| | Totals | 173 | 151 | \$247,336.00 | | | |
| Serious Cases | 1916 | 1,220 | 1,559 | \$56,363.00 | | | |
| | 1917 | 1,797 | 1,061 | 33,606.00 | | | |
| | 1918 | 1,124 | 1,361 | 72,997.00 | | | |
| | 1919 | 858 | 1,277 | 62,090.00 | | | |
| | 1920 | 2,464 | 1,705 | 113,226.00 | | | |
| | Totals | 7,463 | 6,963 | \$338,282.00 | | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals | |
| | 3,546 | 2,288 | 1,805 | 2,001 | 1,363 | 11,003 | |
| Summary of | 1916 | 1917 | 1918 | 1919 | 1920 | Grand | |
| | Accidents | 32 | 44 | 41 | 29 | 27 | Totals |
| | Fatal Cases | 1,220 | 1,797 | 1,124 | 858 | 2,464 | 7,463 |
| | Serious Cases | 3,546 | 2,288 | 1,805 | 2,001 | 1,363 | 11,003 |
| | Minor Cases | | | | | | |
| | Totals | 4,798 | 4,129 | 2,970 | 2,888 | 3,854 | 18,639 |
| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand | |
| | | | | | | Totals | |
| Legs. | Number | 1 | 3 | | 3 | 7 | |
| | Amount | \$1,075 | \$4,349 | | \$5,948 | \$11,372 | |
| Arms. | Number | 1 | 1 | | 3 | 5 | |
| | Amount | \$1,516 | \$1,612 | | \$5,594 | \$8,722 | |
| Hands. | Number | 2 | 3 | 2 | 3 | 14 | |
| | Amount | \$2,588 | \$3,246 | \$5,074 | \$2,975 | \$4,662 | \$18,545 |
| Feet. | Number | 1 | | 2 | 2 | 5 | |
| | Amount | \$1,220 | | \$3,250 | \$2,250 | \$6,720 | |
| Eyes. | Number | 4 | 3 | 4 | 8 | 24 | |
| | Amount | \$3,824 | \$3,204 | \$5,218 | \$4,169 | \$9,743 | \$26,158 |
| Total Number | | 8 | 7 | 13 | 8 | 19 | 55 |
| Total Amount | | \$9,148 | \$7,525 | \$16,253 | \$10,394 | \$28,197 | \$71,517 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

JOBBER'S AND WAREHOUSES.

| | Year | Number of
Accidents | Agreements
and Awards | Compensation
Incurred | | | |
|--------------------------------------|--------|------------------------|--------------------------|--------------------------|---------|---------|-----------------|
| Fatal Cases | 1916 | 14 | 11 | \$28,138.00 | | | |
| | 1917 | 18 | 9 | 17,290.00 | | | |
| | 1918 | 17 | 15 | 30,645.00 | | | |
| | 1919 | 17 | 12 | 25,805.00 | | | |
| | 1920 | 10 | 14 | 36,063.00 | | | |
| | Totals | 76 | 61 | \$137,941.00 | | | |
| Serious Cases | 1916 | 436 | 443 | \$15,937.00 | | | |
| | 1917 | 490 | 273 | 8,267.00 | | | |
| | 1918 | 329 | 405 | 22,033.00 | | | |
| | 1919 | 307 | 426 | 25,278.00 | | | |
| | 1920 | 577 | 588 | 35,273.00 | | | |
| | Totals | 2,439 | 2,135 | \$103,788.00 | | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals | |
| | 1,187 | 736 | 494 | 740 | 409 | 3,566 | |
| Summary of
Accidents | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Fatal Cases | | 14 | 18 | 17 | 17 | 10 | 76 |
| Serious Cases | | 436 | 490 | 329 | 307 | 577 | 2,439 |
| Minor Cases | | 1,187 | 736 | 494 | 740 | 409 | 3,566 |
| Totals | | 1,637 | 1,244 | 840 | 1,064 | 1,296 | 6,081 |
| Loss of Parts and
Amount Incurred | | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| Legs. | Number | | | | | | |
| | Amount | | | | | | |
| Arms. | Number | | | | | | |
| | Amount | | | | | | |
| Hands. | Number | | | 2 | | 1 | 3 |
| | Amount | | | \$2,887 | | \$1,050 | \$3,937 |
| Feet. | Number | | | | | 2 | 2 |
| | Amount | | | | | \$2,840 | \$2,840 |
| Eyes. | Number | 2 | 1 | 2 | 3 | 3 | 11 |
| | Amount | \$1,912 | \$1,250 | \$2,500 | \$5,250 | \$4,000 | \$14,912 |
| Total Number | | 2 | 1 | 4 | 3 | 6 | 16 |
| Total Amount | | \$1,912 | \$1,250 | \$5,387 | \$5,250 | \$7,890 | \$21,689 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

MUNICIPALITIES.

| | Year | Number of
Accidents | Agreements
and Awards | Compensation
Incurred | | |
|--------------------------------------|---------|------------------------|--------------------------|--------------------------|----------|-----------------|
| Fatal Cases | 1916 | 28 | 25 | \$52,612.00 | | |
| | 1917 | 40 | 36 | 63,465.00 | | |
| | 1918 | 61 | 48 | 104,435.00 | | |
| | 1919 | 56 | 50 | 139,948.00 | | |
| | 1920 | 45 | 46 | 96,781.00 | | |
| | Totals | 230 | 199 | \$457,241.00 | | |
| Serious Cases | 1916 | 408 | 372 | \$24,566.00 | | |
| | 1917 | 720 | 238 | 18,057.00 | | |
| | 1918 | 455 | 453 | 50,102.00 | | |
| | 1919 | 452 | 346 | 43,315.00 | | |
| | 1920 | 810 | 600 | 56,507.00 | | |
| | Totals | 2,845 | 2,009 | \$192,547.00 | | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | 547 | 498 | 452 | 518 | 318 | 2,333 |
| Summary of
Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| | 28 | 40 | 61 | 56 | 45 | 230 |
| Fatal Cases | 408 | 720 | 455 | 452 | 810 | 2,845 |
| Serious Cases | 547 | 498 | 452 | 518 | 318 | 2,333 |
| Totals | 983 | 1,258 | 968 | 1,026 | 1,173 | 5,408 |
| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| | | | | | | |
| Legs. | Number | | 4 | 1 | 1 | 6 |
| | Amount | | \$8,982 | 2,150 | \$2,150 | \$13,282 |
| Arms. | Number | 1 | | 2 | | 3 |
| | Amount | \$1,075 | | \$3,924 | | \$4,999 |
| Hands. | Number | 1 | 1 | 2 | 3 | 7 |
| | Amount | \$875 | \$1,750 | \$1,925 | \$5,521 | \$10,071 |
| Feet. | Number | | | | | |
| | Amount | | | | | |
| Eyes. | Number | 3 | 7 | 12 | 10 | 40 |
| | Amount | \$2,868 | \$6,151 | \$7,343 | \$12,287 | \$11,943 |
| Total Number | 3 | 9 | 13 | 17 | 14 | 56 |
| Total Amount | \$2,868 | \$8,161 | \$18,075 | \$20,286 | \$19,614 | \$68,944 |

DEPARTMENT OF LABOR AND INDUSTRY.

BUREAU OF WORKMEN'S COMPENSATION

SUMMARY.

| | Year | Number of
Accidents | Agreements
and Awards | Compensation
Incurred | Compensation
Paid | |
|--------------------------------------|------------------|------------------------|--------------------------|--------------------------|----------------------|-----------------|
| Fatal Cases | 1916 | 2,670 | 1,727 | \$4,116,075 | \$1,337,724 | |
| | 1917 | 3,072 | 1,946 | 4,189,328 | 645,281 | |
| | 1918 | 3,403 | 2,607 | 6,859,718 | 1,154,999 | |
| | 1919 | 2,569 | 2,496 | 6,431,155 | 2,123,047 | |
| | 1920 | 2,528 | 2,155 | 5,905,822 | 2,175,138 | |
| | Totals | 14,242 | 10,931 | \$27,502,098 | \$7,436,189 | |
| Serious Cases | 1916 | 59,714 | 69,566 | \$3,417,655 | \$2,780,895 | |
| | 1917 | 81,769 | 48,122 | 2,265,384 | 2,483,296 | |
| | 1918 | 53,783 | 67,313 | 4,780,197 | 3,257,882 | |
| | 1919 | 38,942 | 54,609 | 4,551,681 | 3,916,029 | |
| | 1920 | 93,598 | 69,894 | 5,726,933 | 4,826,059 | |
| | Totals | 327,806 | 309,504 | \$20,742,350 | \$17,264,161 | |
| Minor Cases | 1916 | 1917 | 1918 | 1919 | 1920 | Totals |
| | 193,232 | 143,039 | 127,658 | 111,033 | 78,853 | 653,815 |
| Summary of
Accidents | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| | Fatal Cases | 2,670 | 3,072 | 3,403 | 2,569 | 2,528 |
| Serious Cases | 59,714 | 81,769 | 53,783 | 38,942 | 93,598 | 327,806 |
| Minor Cases | 193,232 | 143,039 | 127,658 | 111,033 | 78,853 | 653,815 |
| Totals | 255,616 | 227,880 | 184,844 | 152,544 | 174,979 | 995,863 |
| Loss of Parts and
Amount Incurred | 1916 | 1917 | 1918 | 1919 | 1920 | Grand
Totals |
| | Legs.
Number | 89 | 53 | 111 | 91 | 101 |
| Arms.
Amount | \$137,983 | \$83,402 | \$209,833 | \$177,072 | \$200,777 | \$809,067 |
| Hands.
Number | 59 | 48 | 78 | 69 | 85 | 339 |
| | Arms.
Amount | \$89,465 | \$82,658 | \$144,017 | \$139,625 | \$182,809 |
| Feet.
Number | 103 | 145 | 261 | 299 | 305 | 1,113 |
| | Hands.
Amount | \$133,297 | \$198,840 | \$400,280 | \$467,035 | \$549,729 |
| Eyes.
Number | 45 | 62 | 156 | 166 | 147 | 576 |
| | Feet.
Amount | \$54,878 | \$85,109 | \$215,599 | \$229,436 | \$234,701 |
| Eyes.
Number | 366 | 372 | 705 | 678 | 691 | 2,812 |
| | Eyes.
Amount | \$349,896 | \$405,097 | \$840,430 | \$828,432 | \$972,510 |
| Total Number | 662 | 680 | 1,311 | 1,303 | 1,329 | 5,285 |
| Total Amount | \$765,519 | \$855,106 | \$1,810,159 | \$1,841,600 | \$2,140,526 | \$7,412,910 |





